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New 'Grapes of Wrath' grips Southwest Crashing oil economy, booming drug trade spur crime increase

By Jennifer Nislow

In 1981, as the Texas oil industry reached the peak of its boom, droves of unemployed industrial workers from the depressed Midwest and Northeast regions of the country were migrating to the Sunbelt in search of employment. Now, just a few years later, that boom has collapsed in the face of plummeting world oil prices, leaving behind a swath of regionwide unemployment among a larger population base.

The blow to the area's oil-based economy, coupled with currency devaluation in neighboring Mexico and a substantial increase in illegal drug trafficking, has set the stage for what one observer called a modern-day "Grapes of Wrath" scenario, with local law-enforcement agencies struggling to keep on top of a significant, across-the-board increase in crime. Property crimes and drug offenses are being committed, officials say, by people who were once gainfully employed but now have no means of support for themselves or their families, and thus have turned to crime.

While the FBI's Uniform Crime Reports show substantial increases in major crime in many Southwestern cities, Texas ap-

pears to have been hardest hit by the change in fortunes.

According to Samuel Ehrenhalt, regional commissioner for the U.S. Bureau of Labor Statistics, refinery towns such as Beaumont and Port Arthur now have a 14.6 percent unemployment rate. Galveston is bearing up under an unemployment rate of 11.1 percent.

"I think what you're seeing here," said Ehrenhalt, "is eight or ten spots which have a pretty high unemployment rate, including Houston, a major city. The bloom is off the rose in Texas."

Overall, the state's unemployment rate rose from 7.2 percent in 1985 to 8.4 percent by March of this year. The rising unemployment rate has been compounded by a decline in oil revenues, which the state relies on heavily for its budget. In 1981, taxes on oil and gas production produced 28 percent of the state's total collection. That figure is expected to drop to 13 percent for 1986.

On the law-enforcement front in Fort Worth, 1985 UCR statistics showed a 17.5-percent increase in crime. From January to April of this year, however, crime in the city increased by 33 percent compared with the same period last

year. Doug Clarke, a spokesman for the Fort Worth police, said there are no "quick and ready answers" for the increase.

"It was totally unexpected," said Clarke. "We've been experiencing an increase but it had been a manageable commodity. All of a sudden, out of nowhere, it's up 33 percent."

The influx of people into the region is just one of the contributing factors, Clarke said. "We feel we've been impacted by the price of oil falling — it's impacted us greatly down here. People are being laid off in all the oil- and petroleum-related industries."

While there has been no official increase in the population of Fort Worth — which is not a refinery town although some of the major independent producers are headquartered there — the feeling is that the city has experienced an "unaccounted for" population boom. "A lot of these people came out here from the North and other places seeking jobs," Clarke said, "and all of a sudden, the jobs just weren't here anymore."

When oil production dropped off in the western part of the state, he explained, Fort Worth was the first big city to which the recently unemployed flocked in

an effort to find work. The department believes this to be a factor in the crime increase.

The other contributing factor, according to Clarke, is the dramatic increase in drug trafficking that is being felt throughout the Southwest. One study conducted by the Fort Worth Police Department's intelligence and narcotics section showed that as much as 75 to 80 percent of the property crimes being committed were in some way related to the illegal drug trade. "These are educated guesses," Clarke added. "We're certainly looking for answers."

Some of those answers may lie in the frustration and despair of those who have been thrust into poverty by the economic situation in both the Southwest and in Mexico.

Doug Moore, a professor of criminal justice at Sam Houston State University in Huntsville, concurred with Clarke's assessment of the situation. "We've had

a mass exodus of people from the North to the Southwest [who] came down here with great hopes. One of the things that has happened here, of course, when you get these masses of people is that there aren't enough jobs to go around," he said.

The crash of oil prices, Moore agreed, has put a severe financial strain on the region, contributing to the unemployment picture. "You have a lot of desperation and despair and of course, one result of that could be turning to crime."

Moore's view is shared by Corporal John F. McAhon, a police spokesman in Odessa, where the 10.3-percent unemployment rate is mirrored by a 10.8-percent increase in crime, according to 1985 UCR figures. McAhon said that local law enforcement is looking into the possibility that people who were gainfully employed prior to the state's economic downturn, and thus had no reason

Continued on Page 5

Trailblazer cut off at pass:

Harrington quits under fire in Portland

What began as a trailblazing career move 17 months ago ended up in a resignation under fire for Portland, Ore., Police Chief Penny Harrington, the first female police chief of a major U.S. city.

Harrington chose to resign June 2, just hours before the release of an investigative report that described her administration as a failure.

A special investigating commission headed by former United States Attorney Sidney I. Lezak said that Harrington had shown "defects of leadership" that "cost her the confidence" of the force.

The report also recommended a 25-day suspension for Harrington's husband, Patrolman Gary Harrington, for improperly associating with and giving information to a man under investigation for drug-law violations.

Harrington's decision to quit reportedly came after a long discussion with Mayor Bud Clark, who had defended the chief through several months of controversy.

"It was our joint decision that she resign," Clark said, adding that the commission's conclusion that Harrington be replaced made it "less difficult for both of us."



Harrington

Clark had asked Lezak to produce a report that sifted through criticism that began to surface last year regarding Harrington's administration of the department.

The report, based in part on public hearings that began in April, charged Harrington with failing to consult her commanders, failing to plan and coordinate training and employing an "unyielding" management style. It is "highly unlikely," the

report said, "that she can ever regain the confidence of a working majority of the bureau, or of other law-enforcement agencies."

Harrington wrote a response, which she asked to be distributed along with the commission's report, in which she stated that the aim of her administration had been to move from a "militaristic, rule-driven organization to one that operates in a value-based, participatory style."

Harrington blamed her problems on criticism from the media and from the Portland Police Officers Association, maintaining that the law-enforcement aims of the department had been succeeding under her administration.

"Never in the history of this bureau has a chief of police been so closely scrutinized, second-guessed and subjected to constant onslaught from the union and the media," said Harrington in her response.

In her letter of resignation, Harrington said she would return to private life after a 90-day leave, ending a 22-year career with the Portland Police.

Robert M. Tohin, one of Harrington's deputies, was named acting chief by Mayor Clark.

Specialized unit targets NYC's problem with crack

In an effort to stem staggering increases in the use of crack, the New York City Police Department has established what it believes to be the first specialized narcotics squad in the country to arrest sellers of the highly potent form of cocaine and break up crack houses where the drug is smoked.

Police Commissioner Benjamin Ward said that over a very short time crack has become the drug of choice in New York. While Ward cautioned that it is still too early to tell whether there is a correlation between use of the drug and increases in violent crime, crime statistics appear to indicate a rise in theft, homicide and other serious crimes related to the emergence of crack over the past six months.

Crack, a form of purified cocaine that has been processed into crystals or "rocks," provides a high that lasts only about five minutes. However, experts say the drug can lead to a debilitating addiction within several months. Crack is also cheaper than untreated cocaine, which increases its accessibility.

The New York police laboratory has estimated that 80 to 90 percent of the cocaine samples brought in for analysis are now in crack form.

The Special Anti-Crack Unit is composed of 101 experienced narcotics officers who will have citywide jurisdiction as part of a coordinated effort by police, state

and Federal prosecutors. The police department's narcotics unit will be expanded from 600 officers to 700, with the extra 100 officers coming from other units of the department to replace those chosen for the specialized squad.

The officers were hand-picked and screened by Deputy Inspector Martin O'Boyle, the commander of the new unit. O'Boyle characterized the squad's officers as mature, reliable, trustworthy and able to withstand stress. "They'll risk more" than other officers, he said, but added that each has been psychologically screened and trained for tough assignments in narcotics work.

The squad's assignment is made particularly difficult due to the ease with which crack can be produced. Unlike heroin or cocaine, which require sophisticated processing laboratories, crack is produced in back rooms and kitchens around the city. As a result, the unit will have to focus on large numbers of retailers at various locations.

Police officials say that this is the first time in memory that a special squad has been established to fight a particular drug.

Crack dealing has become so blatant in some neighborhoods that dealers sometimes advertise their business with calling cards handed out on the street.

During the first five days the

Continued on Page 6

Around the Nation

Northeast

NEW JERSEY — The state's overall major crime rate rose by six percent in 1985, state officials said, reversing a four-year decline. Rape continued to decline, but robbery, assault and homicide all rose.

NEW YORK — A group of police officers and civilians in Erie County (Buffalo) is planning to erect a metal-and-concrete monument honoring 39 dead officers from the Buffalo and Cheektowaga Police Departments, the Erie County Sheriff's Department and Troop A of the New York State Police. Fund-raising efforts to pay for the \$75,000 memorial are due to begin in a few months.

The state's highest court, the Court of Appeals, ruled last month that the U.S. Supreme Court decision expanding police authority to search cars does not apply in New York. The Court of Appeals said that the state constitution has more stringent restrictions on searches than the U.S. Constitution.

The New York City Police Department has ordered drug testing for all members of the department's organized-crime control bureau, which includes the narcotics division. The plan, which would affect nearly 1,200 of the department's 27,000 officers, was immediately challenged by the Patrolmen's Benevolent

Association, which sought an injunction against the program on the grounds that the tests would violate officers' civil rights.

A tentative contract agreement in Suffolk County would require police officers to submit to random drug tests. All probationary officers would be tested for drugs, and narcotics detectives would be tested periodically. All other officers would be subject to the tests at the discretion of the police commissioner. The agreement, which also includes an overall 18-percent salary increase for the county police, must still be ratified by the 2,600-member rank and file. "We don't mind them being the highest paid in the nation," said Frank Jones, the chief deputy county executive. "We just don't want them to be the highest."

Southeast

FLORIDA — Police Officer Ephraim Brown, 29, of Opa-Locka was shot to death with his own service weapon during a routine arrest earlier this month. Police are still seeking a suspect.

LOUISIANA — The House has approved and sent on to the Senate a bill that would send some nonviolent offenders to a military-style boot camp instead of prison. The program is modeled on similar efforts in Mississippi and Georgia.

VIRGINIA — A lawsuit against four Chesterfield County police officers in connection with the shooting death of a 61-year-old man was settled last month for \$100,000. No liability was admitted in the case, although one expert witness testified that one of the four officers violated a principle of police work in handling the incident, making it "almost inevitable that someone was going to get shot."

Richmond Police Officer James R. Peace has been named rookie of the year for 1986 by his department. Peace was first in his 1985 recruit-school class and received seven commendations during his first six months as a patrolman.

Midwest

ILLINOIS — Chief Rudolph Nimocks of the Chicago Police Department's organized-crime division has been promoted to deputy superintendent in charge of administrative services. He replaces Dennis Nowicki, who was reassigned to field duties. Nowicki was reportedly demoted and reassigned in connection with an ongoing investigation into the administration of former Police Superintendent Richard Brzezczek. Assistant Deputy Superintendent Leonard Zaleski has been moved over from his post with the internal affairs unit to succeed Nimocks.

MICHIGAN — Detroit School Superintendent Arthur Jefferson has announced the resumption of searches of students for weapons. Last year 450 weapons were seized from students on school premises.

OHIO — Police Chief Thomas J. Heichel of Blendon Township was demoted to sergeant last month, to be replaced by Marion Alexich, a former captain with the Worthington police. Alexich had been one of four people appointed to a police study commission at the beginning of the year. The commission had recommended that township trustees explore the cost of contracting with another agency for police services.

Robert E. Coffey, a 13-year veteran of the Lima Police Department, has been named Lima-Allen County Law Officer of the Year. Coffey nearly retired four years ago after suffering a serious line-of-duty injury.

Police departments in Gallia County have been warned by the sheriff's department to be on the lookout for marijuana plants that may be growing near sewage-treatment facilities. The alert was issued after 944 potted pot plants were found growing on county property near a treatment plant six miles south of Gallipolis.

WISCONSIN — A legislative committee has endorsed a bill that would raise the state's legal drinking age from 19 to 21. The bill would also beef up the state's drunken-driving law.

The South Milwaukee Common Council last month approved a tentative three-year contract with the South Milwaukee Professional Policemen's Association. The agreement provides a 3-percent wage hike retroactive to Jan. 1, along with cost-of-living increases for 1987 and 1988. The pact would also create a separate, two-member detective bureau within the police department.

Plains States

NEBRASKA — The Omaha Police Department plans to strengthen its traffic enforcement functions this summer as a result of an increase in traffic deaths. Fourteen traffic fatalities have been recorded so far this year, according to USA Today, compared to 9 at the same time in 1985.

SOUTH DAKOTA — The search is on for new liability insurance coverage for the jail in Winner. The old policy was dropped, which may force the town to shut down the facility. The jail was closed for 45 days last year for similar reasons.

Southwest

ARIZONA — Two of the FBI agents involved in the accidental shooting death of a fellow Phoenix-based agent last fall have left the bureau, and disciplinary measures have been taken against three others, according to FBI director William Webster. The agents, who were

not identified, reportedly failed to follow certain FBI procedures during the arrest of a fugitive on this night of Oct. 4. Special Agent Robin Ahrens, 33, was killed by shots fired mistakenly by other agents. One of the agents involved in the incident was fired, one resigned and three others were suspended.

OKLAHOMA — The five-member police force in Wynnewood, which had been fired on June 2, began working for free the following day. The city manager had dismissed the officers for refusing to give dispatchers rides to and from the police station. The rides were part of the settlement to a lawsuit filed by the dispatchers.

Gov. George Nigh has been handed a bill that would give police officers the power to make arrests without warrants in cases of suspected domestic abuse.

TEXAS — The Dallas City Council is examining a plan to reduce the number of high-speed police pursuits. Under the plan, police would break off the pursuit after recording the vehicle's license-plate number.

Far West

CALIFORNIA — The California Highway Patrol has recorded an 11-percent decline in motor vehicle occupant deaths during the first four months of 1986, and the increased use of seat belts in the state is being given the lion's share of the credit for the decrease. A mandatory seat-belt use law took effect in the state on Jan. 1 of this year.

An electoral battle between former Los Angeles Police Chief Edward M. Davis and former Black Panther leader Eldridge Cleaver ended earlier this month with both men on the losing end. The two, who had sought the Republican nomination for U.S. Senate, finished well behind the winner, Rep. Edward Zschau, who polled over 44,000 votes in the primary. Davis outscored Cleaver, however, by a margin of nearly 10-1, according to incomplete election returns.

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Customs said to miss billions in contraband

Aided by the layoff of 770 U.S. Customs inspectors under the first wave of cuts mandated by the Gramm-Rudman deficit-reduction act, billions of dollars in illegal goods are crossing the U.S. border every year because the Customs Service is severely undermanned, according to the head of the agency's union.

"From Miami in the East to San Ysidro [Calif.] in the West, the Customs Service has lost control of the borders," said Robert M. Tobias, president of the National Treasury Employees Union. Speaking at a Washington news conference, Tobias went on to assert that Libyan death squads and other terrorists could easily infiltrate New York's John F. Kennedy International Airport by blending in with the thousands of travelers who get waved through Customs by overworked inspectors.

"The airport is terribly understaffed," Tobias said. "We've taken the position of let-

ting people through to avoid near riots by people who spend inordinate time trying to clear Customs."

Tobias charged that the Reagan Administration has not backed up its claims of stopping drug trafficking by providing enough inspectors to intercept drug shipments. Of the 4 million sealed shipping containers that enter the U.S. each year, Tobias said, 98 percent are not inspected. "The Administration's war on drugs is a failure. Illegal narcotics are pouring into this country faster than ever," he said.

The Customs Service lost \$35 million in its budget under the first round of cuts mandated by the Gramm-Rudman law. The layoffs that ensued, said Tobias, will cost the Government \$3 billion in tariffs and fines over the six-year span covered by the Gramm-Rudman law.

In the hopes of offsetting some of the losses, the agency last

month announced a fee of \$5 per person for inspecting the luggage of travelers entering the country by plane or ship.

Collection of the fees, which were authorized by Congress last year, is due to begin on July 7.

No fees will be levied against passengers arriving from Canada, Mexico, Caribbean countries or U.S. territories unless travelers arrive aboard their own boats or planes.

The fees are expected to earn \$220 million a year, which will allow the agency to raise staff levels to cope with "a tremendous workload increase," according to an agency announcement.

Tobias maintained that the Office of Management and Budget does not dispute the figures on lost revenue as a result of Gramm-Rudman, he said the law does not allow exceptions for Customs or for the Internal Revenue Service, the country's top two revenue-producing agencies.

Von Raab, other officials to undergo drug testing

U.S. Customs Commissioner William von Raab has announced plans to undergo urinalysis drug screening along with other top agency officials, but the union representing Customs agents has said it will file suit in Federal court to block the program.

Von Raab said that he and 42 other high-ranking agency officials will undergo the drug tests. He said the tests will also be administered to employees transferring to sensitive jobs and to all new applicants for jobs with the agency.

Robert Tobias, president of the National Treasury Employees Union, charged that hundreds of Customs employees are complaining that the tests are a violation of their privacy. "I resent it and I

think every single Customs employee resents it," said Tobias. "It's outrageous."

Von Raab said he originally wanted to test all agency employees for drug use, but now plans to "go very slowly" with any such program.

The Customs commissioner acknowledged that many employees feel "uneasy" about the tests, but maintained that due to the nature of the agency's work it is "absolutely essential to take protective measures against the threat of illegal drug use."

However, Tobias accused von Raab of implementing the testing program to divert attention from what he called the agency's failure to stop the flow of drugs and illegal goods into the U.S.

Eight-member cadet corps added to Annapolis police roster

The Annapolis, Md., Police Department has hit upon a manpower plan that it hopes will benefit the force as much as it will criminal justice students from Anne Arundel Community College.

Eight students will be chosen to work part-time at the department as community service officers. According to Lieut. John Wright, who has been training the five students already selected for the internship program, the students will have some enforcement powers and will be uniformed, although differently from sworn police officers.

The students will work twenty hours a week and are required to maintain full student status at the community college. The interns, who will be paid \$4 per hour, must maintain an academic average of at least 2.0.

While the continuation of the program has been virtually "set in stone," according to Wright, the number of positions will not be increased. The program, which

Wright said was set up by the Mayor and the president of the community college, will run all year and students may participate for both semesters. The internship is worth 3 credits a year.

The interns are given 40 hours of in-class police training in addition to on-the-job training, said Wright. "We're going to utilize them for administrative duties, in-house, as we need them. Their primary job will be foot-patrol downtown which is not a high crime area but there are a lot of tourists," he said.

The interns will also get a chance to try their hands at undercover work, Wright said, with the department planning to use them in undercover liquor buys. "The police department here is charged with investigating complaints against liquor licensees and we also have quite a problem with teen-age drinking," he said. The department will send the interns, none of whom are older than 21, to make a

controlled buy from locations where there have been complaints.

Initially, the interns will be assigned to work with sworn officers but eventually, Wright said, they will work on their own.

The Annapolis Police Department employs 101 sworn officers and 30 full-time civilians, but "it's not enough," according to Wright. Noting that Annapolis averages about 1.4 million visitors a year, Wright observed, "When you figure the entire state of Hawaii only has two million visitors, that's quite a few in an area that's roughly the size of Trenton, New Jersey."

The interns will be equipped with radios and be able to communicate with sworn officers if trouble occurs. "If they need help, we have a very high concentration of personnel downtown so they'll be help right there," Wright noted.

"They'll be another set of eyes and ears for us," he said.

Racing the clock:

Machine-gun sales soaring

New Federal gun-control laws that ban the sale of machine guns have weapons manufacturers hopping as they try to beat the law's deadlines.

The law signed by President Reagan last month bans the sale of machine guns made after May 19.

Tom Hill, a spokesman for the U.S. Bureau of Alcohol, Tobacco and Firearms, said that instead of receiving the usual 50 applications a day, the agency was receiving close to a thousand.

"That part of the law limited the future production of machine

guns, not the future ownership," said Hill. Before a machine gun can be made, he said, the gun company has to register for its manufacture. When the weapon is sold to a dealer, a transfer is filled out and then another transfer is filled out when a customer buys the weapon. "All these companies were trying to get their guns registered," said Hill.

As a result of the law, machine gun sales have tripled or quadrupled, according to the owner of one Atlanta gun shop. Auto Ordnance Inc., a West

can contend that failure to comply stemmed from mitigating circumstances and that their states will be harmed economically if the funds were withheld. These contentions might have an effect on the amount withheld.

Arizona would stand to lose \$5.1 million in highway funds for the current fiscal year, while Vermont could lose up to \$1.9 million. The amounts are based on their annual share of Federal highway funds.

Maryland may also be found in noncompliance and penalized as well. If so, the state could lose as much as \$5.6 million in Federal funds. No final decision on that state has yet been made.

According to the Department of Transportation, 56.3 percent of the traffic monitored in Arizona in 1984 exceeded the speed limit. In Vermont, 51.8 percent of the motorists monitored were found to be speeding.

Notice to LEN Readers:

With our next issue, we will begin our annual summer schedule, with LEN coming to you once a month. (Our regular twice-monthly schedule resumes in September.)

Have a pleasant summer.

People and Places

Fowl play

Not the kind of police officer to duck responsibilities, no matter how small, Glendale, Colo., Police Officer Lloyd Glass is an animal-lover *par excellence* who provided a police escort for a mother duck and 12 of her offspring on their way to a city park lake last month.

It all started when Glass saw Jennifer Taylor following the ducks and trying to help them cross a busy Glendale street. Glass stopped his police cruiser so that it blocked traffic and then he and Taylor scooped up the waterfowl and put them in the back of the car for a trip to the lake.

Taylor said she was concerned that the ducks were headed for a swimming pool behind an apartment complex, where she feared residents might hurt them. "She was following them," said Glass, a former New Yorker. "I just pulled sideways."

Once at the park, Glass parked his cruiser across a hike path to get as close as possible to the lake, incurring the wrath of hike riders in the process.

Taylor was impressed that Glass stopped to help her and the ducks. "This cop was different," she said of Glass. "Most would consider that menial and silly." Taylor expressed special sympathy for Glass's briefcase, which bore the brunt of the birds' occupation of the back seat.

Glass, however, was low-key about his impromptu heroism. "Basically, I take care of all the animals," he said. "I pick up all the stray dogs."

Glass is hoping to become the Glendale Police Department's first canine-patrol officer.

Rolling thunder

Forget shout seeing pink elephants after you've had one drink too many. Tavern patrons in Addison, Tex., now have to worry about being confronted by a robot police officer that asks them how sober they are. And, if all goes as planned, the robot may be enough to convince drinkers to forgo that one last margarita before driving home.

The Addison Police Department purchased the newest

"member" of their force, known as APD2, for \$17,750 from 21st

Century Robotics in Atlanta. According to the department's crime prevention officer, Gary Taylor, the mechanical cop's name stands for Addison Police Department, with the number 2 being an admittedly shameless steal from the robot R2D2 of "Star Wars" fame.

"They [the manufacturers] were amazed we were making an outright purchase," said Taylor, adding that most departments prefer to lease the robots. "He's a public relations tool, but you can do a lot of good with him."

APD2's duties include beeping his way through hars, with a television camera in his head and video monitor on his chest, asking people about their sobriety. Taylor conceded that there's an element of provocation inherent in such duties, saying he feared that one day an irate, perhaps intoxicated customer may put a foot through APD2's TV screen.

But APD2, which is equipped to offer 20 warning signs of drunken driving, is more than just a DWI prevention officer. The robot also visits hospitals and schools, spreading good cheer and crime-prevention tips. Taylor provides the robot's voice and issues guidance commands through a radio transmitter that uses signals similar to those used in a cordless phone. As long as the human and mechanical officers are within 40 yards of each other, all goes well. Beyond that distance, however, APD2 is subject to picking extraneous signals out of the air and going berserk. "He attacked one of the plants in the office one day," said Taylor.

Needless to say, no one sends this rookie out for coffee.

But that's not to say that the APD2 isn't a friendly sort. Coming from the factory armed with one-liners and "knock-knock" jokes designed to put people at ease, APD2 might sidle up to a visitor and ask: "Knock knock. Who's there? Dishes. Dishes who? Dishes the FBI; open up." Taylor is hoping to increase his robotic huddy's repertoire.

APD2 can also break-dance to the "Miami Vice" soundtrack, although Taylor admits that this routine often results in him losing his hat.

While most members of the Addison department go home after work, APD2 spends his off-duty hours at the police station, plugged into a wall outlet to keep his marine-type battery charged.

What They Are Saying

"The bloom is off the rose in Texas."

Samuel Ehrenhalt, regional commissioner of the U.S. Bureau of Labor Statistics, on crime and the economy in the Southwest. (1:1)

NYPD's old & new number-two

His will be a tough act to follow, but most criminal-justice observers believe that if anyone can take over where the New York City Police Department's number-two man, Patrick J. Murphy, will leave off, Richard Condon can.

Condon, who left the NYCPD 10 years ago to take on a succession of top positions in the city and state criminal-justice systems, was appointed first deputy police commissioner by Police Commissioner Benjamin Ward on May 22. Condon will be resigning as state commissioner of criminal justice services.

Murphy retired this month after 30 years on the force to become director of worldwide security for the investment firm of Merrill Lynch. Known as a "cop's cop," Murphy joined the force in 1955 and has held the post of first deputy commissioner since January 1984. Murphy is credited with being the brains behind the task force in which city police and Federal law-enforcement agencies collaborate to battle terrorism, drug-trafficking and organized crime within the city.

As first deputy commissioner, Murphy was in charge of the day-to-day administration of the department's \$1.2-billion annual budget as

well as overseeing and disciplining the force's 35,000 uniformed and civilian personnel. Murphy also took the place of Ward when the commissioner was sick or out of town.



Condon

There had been speculation that the recent reappointment of Ward to a five-year term as commissioner caused Murphy to retire due to disillusionment at not being named to the top seat. However, Murphy told reporters that he was resigning "with no regrets."

To replace Murphy, Ward named a man he referred to as "a class act."

"I chose the best man for the job," he said of Condon. "He has a reasonably good chance

of [being as good as] Murphy."

Condon left the department in 1976 with the rank of deputy inspector after 19 years on the force. At his current job of commissioner of the state Division of Criminal Justice Services, Condon was responsible for dispensing state funds to local law enforcement and overseeing a wide variety of other criminal-justice functions.

Much of Condon's career has been spent in investigative and anti-corruption endeavors. He was director of investigations for the state's special anti-corruption prosecutor for six years following his retirement from the police department. From 1982 to 1983, he was the deputy criminal justice coordinator for the Koch Administration.

For Condon, who holds a bachelor's degree in English from Pace University and a master's degree in criminal justice from John Jay College of Criminal Justice, taking the job with the police department means the resumption of a long-term love affair. "I spent most of my adult life in the New York City Police Department," he told reporters. "I've loved it from up close and I've loved it from afar. Now I have the chance to love it from up close again."

Much to department's chagrin, Taylor said, APD2 is one of the few officers that can afford to live in Addison.

United they stand

In a show of sympathy and solidarity for a colleague, agents of the Federal Bureau of Investigation's Cleveland office took time off and paid their own way down to Washington to attend the arraignment of Special Agent Robert S. Friedrich, who was indicted last month on charges of lying to the Government about his dealings with the president of the Teamsters' union, Jackie Presser.

Some 60 agents came down to see Friedrich. They stood in two rows flanking the entrance to the courthouse and as Friedrich walked through the aisle they formed, he stopped to shake hands and said at one point: "Thanks a lot, guys, for coming. I appreciate it."

Friedrich, who has been an FBI agent for 13 years, pleaded not guilty to five counts of making false statements or covering up material facts. He was released on a personal bond.

According to Special Agent

John Dunn of the Cleveland office, the show of support by the agents was of a personal nature. It was in no way, he said, an attempt to comment on the charges. "The agents traveled on their own time, at their own expense with the objective of just extending to him some personal support and solace. The effort was purely a personal initiative, in no way was it department sponsored or sanctioned."

Friedrich's most recent assignment was as head of the Cleveland office's 14-member organized crime squad. He is accused of lying to Justice Department investigators by saying that FBI agents had approved improper payments to a Teamsters' local in Cleveland. Moreover, Friedrich is said to have "concealed and covered up" meetings he held with Presser discussing strategies which "would avoid an indictment of Jackie Presser" in a payroll-padding scheme.

Statements by Friedrich and other agents misled the Government, officials said, in closing a four-year investigation of Presser without bringing charges.

The Government reopened the probe, however, and concluded that Friedrich's statements were false. Presser has since been indicted by a Federal grand jury in Cleveland on charges of embezzlement and racketeering.

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Old Texas Rangers never die — they return to San Antonio

By Ronald Van Raalte

At first glance the scene appears to be that of a typical springtime family reunion or an outing from a retirement home, hosted by the sons and daughters of the senior citizens.

Upon closer observation, however, one can see that many of the male participants are wearing five-peso coins in the shape of a star on their left breast. The air is filled with the pungent odor of cowboy coffee, sweet magnolias, Western chili, Texas beans and other gastronomic delights. The conversations over the picnic tables alongside the lazy San Antonio River are peppered with remembrances of gunfights and arrests made by the present and former members of a law-enforcement organization that is older than the state it serves.

On Sunday, May 4 — as on the first Sunday of May in years past — the members of the Former Texas Rangers Association, their

families, descendants, honorary members and guests gathered on the grounds of the FTRA Museum in Breckenridge Park in San Antonio. The annual gathering of the current and former Rangers provides a vehicle for exchanges of recollections, social intercourse and the rites of remembering those who have "filed their last report" since the previous gathering. Listening to many of the former Rangers, who served during Prohibition and other tumultuous times when much of Texas could still be regarded as a frontier of the American West, one can envision the rolling thunder of hooves and the crack of gunfire as they fought to preserve law and order.

The FTRA was organized to keep alive Texas history and perpetuate the traditions of the Texas Rangers. Highlighting the 1985 annual meeting were performances by groups such as the Sesquicentennial Promenaders



Members of the 1880 Saddletramps perform a historical reenactment of a 19th-century gun battle involving the Rangers. Some of the members of the Saddletramps appeared in the TV movie "North and South."

Photos by Ronald Van Raalte

and the 1880 Saddletramps, and the presentation of a sculpture in memory of Captain Bill McMurrey, who served as deputy sheriff of Jim Hogg County, as a U.S. Mounted Customs Inspector and as captain of Ranger Company D. It was McMurrey who was immortalized in bronze as the subject of a statue representing the typical Texan Ranger, cast for Paramount Studios in 1935, which was displayed in Dallas during the centennial celebration.

Participants at the 1985 gathering also joined in the unveiling and presentation of a commemorative poster of 22 law-enforcement badges that have been worn by local, county, state and Federal officers in Texas. The work includes a city marshal's badge from the 1870's, the badge worn by Detective Robert White of the San Antonio Police Department until he was murdered on Nov. 10, 1927, and a current Deputy U.S. Marshal's star. The collection, assembled by Sherry A. McDonnell and photographed for the poster by Gary Havard, was designed to pay special tribute to the Texas lawman in commemoration of the Texas Sesquicentennial. In her remarks, Mrs. McDonnell closed with the admonition, "May we never forget what we as citizens of this great and wonderful state owe



Photographer Gary Havard (l.) and designer Sherry A. McDonnell present their tribute to the Texas lawman to Sheriff Johnny Klevenhagen of Harris County, president of the FTRA.

those who 'walk the line' for us daily."

As in other years, the present and former Rangers left the gathering on their homeward journeys not knowing who would return the following year, much the same as they and other former Rangers parted company in the past, never knowing who would

return from scouting forays into the wilds of Texas in search of criminals.

(The FTRA Museum, at 3805 Broadway in San Antonio, is open to the public from Tuesday through Sunday. It is filled with law-enforcement memorabilia, including items from the original "Lone Ranger.")



One of the older old-timers of the Rangers, 95-year-old Doogie Wright, observes the ceremonies, accompanied by his wife.

Economy fuels Southwest crime

Continued from Page 1

to commit crimes, suddenly found themselves with no legitimate means of support and so turned to illicit means.

"The largest increases have been in crimes against property more than anything else — burglary, theft," he said. "We are calling that the marginal individual who had no reason to but is now given a reason to commit crimes."

McAhon attributed Odessa's increase in crime to both economy and narcotics trafficking. Burglaries, he said, could generally be tied to narcotics, especially in places where drugs are more readily available.

Arizona, unlike Texas, does not have a statewide unemployment problem. According to Ehrenhalt of BLS, the state had a 6.4 unemployment rate as of March, with both Phoenix and Tucson in

the 5-percent range.

The crime picture is not quite as pretty, however. The city of Mesa rang up a 30.5-percent increase in 1985, although Police Chief Len Kotsur cautioned that while the numbers look bad, the chances of becoming a crime victim in that city have decreased when one takes into account the city's enormous growth. Mesa's population has increased by 40.5 percent over the past seven years, he said.

"In 1980, 72.6 out of 1,000 people became a victim," he said. "In 1985, it was 60.4 out of a thousand. If you only compare the numbers, it looks like it's gone up. If we didn't have one iota of increase in the population over the last year, we'd sit back and say, 'Hey, we've got a major increase.' But you have to consider that [population growth], too."

According to Sgt. Allan Schmidt of the Arizona Department

of Public Safety, the state has seen a drop in crimes such as arson and homicide, but burglary, robbery and theft have risen dramatically. Much of that increase is attributed to a booming population, with the state's residential base having increased by four percent in a single year.

"Increase in population certainly brings with it an increase in criminal activity," Schmidt observed.

Along with a boom in population, Arizona has also been hit with a surge in drug trafficking. While Schmidt said that drugs have always been a problem, Arizona is being particularly hard hit because it is a "funnel state."

"In the 70's and early 80's, there was a massive effort along the Mexican border, particularly in Arizona, to plug up the funnel of drugs," Schmidt said. "With

Continued on Page 7

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Special unit targets new drug

Continued from Page 1

unit was in operation, 40 dealers were arrested. O'Boyle said the squad is ready to do "whatever it takes to blend into the areas we're targeting."

"Some will be out there buying drugs on a daily basis," he said. "Others will pose as other people such as construction workers, nurses or doctors."

The squad is supervised by a captain, three lieutenants and 12 sergeants. The sergeants will work with teams of six officers.

O'Boyle said he hopes to get a computer to track dealers, and will soon add dog teams to sniff out the drug.

The use of crack has reached epidemic proportions in other cities as well. According to Police Officer Rod Bernsen of the Los

Angeles Police Department, the sale and use of the drug, known there as rock, has become a substantial problem in that city.

"As a result of that method of cocaine being distributed, it's much more available in terms of price which expands the problems," Bernsen said.

Like New York, Los Angeles also has a problem with rock houses, which gave rise to the department's use of a motorized battering ram to break into the heavily fortified locations where the drug is sold and consumed.

Los Angeles does not have an elite squad to deal with the problem. According to Bernsen, the department's field narcotics units and specialized narcotics division handle the situation. "It is a prob-

lem in Los Angeles and we are trying to come up with various ways to mitigate it," he said.

As with a number of other cities, Newark, N.J., is also noting a growing problem with the drug. According to Lieut. Armando Fontoura of the Newark Police Department, 70 percent of the street arrests for narcotics made by the department in the past three months were related to crack. "It does create a problem for us," Fontoura said.

Fontoura said that the police narcotics squad has indicated that the growth of the substance is unprecedented. "We are in the thinking stage of developing some kind of strategy or at least contemplating some kind of strategy to deal with it," he said.

Drug kingpins offer cash to Colombia

While the Colombian Government has been praised for its two-year-old crackdown on narcotics smuggling, major drug rings are said to be shipping more cocaine to the United States than ever before, and drug-ring chieftains have taken to flexing their muscles in new ways.

In recent weeks, a letter bearing the names of all major narcotics traffickers was sent to Government officials, in which the traffickers offered to repatriate their illicit capital, create thousands of jobs and pay off the country's \$13-billion foreign debt. In exchange, they demanded revocation of the extradition treaty with the United States.

The Colombian Government's efforts to crack down on narcotics

have forced traffickers to find new processing facilities in nearby countries and to develop new routes and shipping points for smuggling cocaine to the U.S. and Western Europe. Moreover, despite efforts by drug traffickers to incite nationalist opposition to the extradition treaty with the U.S., 12 drug-smuggling suspects have been sent to face trial in the U.S.

Nonetheless, the resurgent power of the drug traffickers is so overwhelming that the Drug Enforcement Administration was forced to close its office in Medellin for security reasons. In the last 18 months, gunmen have slain six police informers in the city.

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Exploring a mini-course with maxi-benefits

What may be the most wide-ranging yet concentrated short course in law enforcement is not available to sworn officers of the law. It's the National Law Enforcement Explorer Conference,



Burden's Beat

Ordway P. Burden

which is held every two years for high school-age youths who are enrolled in units sponsored by 2,200 law enforcement agencies around the country.

At this year's conference, to be held from July 14 to 19 at the University of Washington in Seattle, 2,000 Explorers will practice, and have competitions in, skills ranging from arrest and search to hostage negotiations. The conference is a cram course in policing, with instructors drawn from the cream of Federal, state and local agencies. The conference chairman is Stephen E. Higgins, director of the Bureau of Alcohol, Tobacco and Firearms. Among the luminaries who will

make presentations are Treasury Secretary James A. Baker; John C. Lawn, administrator of the Drug Enforcement Administration; FBI director William H. Webster, and Los Angeles Police Chief Daryl F. Gates. How's that for a training-course faculty?

Despite the fact that Law Enforcement Exploring is an arm of the Boy Scouts of America, the conference-goers will include both young men and women. They are among the 43,000 young people who are learning about police work firsthand. About 45 percent of them are in Explorer Posts sponsored by local police departments. Another 30 percent are attached to sheriff's departments, and the rest belong to posts sponsored by Federal and military law enforcement agencies and private security firms. Most Law Enforcement Explorers wear uniforms patterned after those used by sworn officers in their sponsoring agency. Explorers assist in policing duties that don't require the authority of sworn personnel. Some are in "ride-along" programs; others aid in traffic control, community awareness programs like neighborhood watch and Opera-



Herrington



Webster

tions Identification, and in such other duties as the fingerprinting of children.

From the perspective of police executives, the chief value of Exploring is that it exposes young people to the realities of police work. Many youths quickly realize that police work is not their cup of tea. But about 30 percent of all Law Enforcement Explorers do later begin careers in policing or some other phase of criminal justice. So Law Enforcement Exploring has proven itself as a conduit for attracting high-caliber, well-motivated young people into the profession.

The 2,000 Explorers who attend the conference in July will compete in realistic scenarios testing their skills in domestic crisis intervention, crime prevention, traffic stops, traffic accident investigation, bomb scenes, crime-scene searches, witness in-

terviewing, arrest and search, shoot-don't shoot, and hostage negotiation. About 700 of them will vie for the Explorer championship in .38-caliber pistol shooting. Others will take a police physical agility test and a sample law enforcement entrance exam. More than 50 law enforcement agencies and professional associations have exhibits showing the career opportunities in police work.

Also at the national conference, Law Enforcement Exploring will formally launch a nationwide drug abuse education program for elementary school children. The program is designed to send Explorers into grade school classrooms to make presentations on the dangers of drugs to youngsters before they have begun experimenting. Pilot programs have been run by Explorers in six Texas cities with

considerable success. The national effort will be kicked off by DEA administrator John Lawn and Donna Alvarado, the director of ACTION, the national volunteer agency. FBI director Webster will give the keynote presentation for a new program on victim-witness assistance, which will be followed by a panel discussion moderated by Assistant Attorney General Lois Herrington.

For years Law Enforcement Exploring has enjoyed the support of such organizations as the National Sheriffs' Association and the International Association of Chiefs of Police, as well as such Federal agencies as the FBI, DEA, Secret Service and U.S. Marshal's Service, and a host of state and local police agencies. All of them pitch in to make the biennial national conference a memorable event for participating Explorers.

FBI director Webster explained why in the March issue of the FBI Law Enforcement Bulletin: "Law Enforcement Exploring is a way for your organization's employees to share what they know best with youth — their careers. I urge every law enforcement executive to support this worthwhile program that can benefit both youth and your department in the years ahead."

Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 651 Colonial Blvd., Washington Twp., Westwood P.O., NJ 07675.

Economy and drugs breed S'west crime

Continued from Page 5

that effort, drug trafficking moved to the Southeast coast, Florida particularly. The emphasis was moved down there and now we're seeing [drug trafficking] move back here."

Dennis Hazelton, assistant district director of the U.S. Customs regional office in Nogales, said that the increase in crime, including drug trafficking, is symptomatic of the devaluation of the Mexican peso.

"The economic disadvantage that the Mexicans have experienced over the past few years had a frightful effect on their ability to survive," said Hazelton. "That does several things. First, it means they don't have enough basic commodities to get by. That also means they are more desperate and you probably get more people who would not commit any sort of crime contemplating and perhaps committing crimes out of sheer desperation."

Hazelton said that news reports and police records in Nogales will show that when offenders are caught for such violations as purse snatching, shoplifting and car theft, the perpetrator is usually from the other side of the border.

"The economic condition has created an air of desperation that would drive nice people to do criminal acts. It hasn't been helped recently by the price of oil, another economic factor," said Hazelton.

Unemployment in Mexico, he said, has sparked a tremendous

surge in illegal aliens, who can be both perpetrators and victims of crime. "There was a story in the local paper about illegal aliens walking through the railroad yards who were robbed and beaten by some chulos [young toughs]," Hazelton recalled. "They shouldn't have been here and they were given over to the Border Patrol and sent back to Mexico after being robbed and beaten in our country."

The increase in drug trafficking, he added, follows the same pattern of desperation, which boils down to "how could they make money, how could they make money, how could they make money."

"They could work two jobs or they could get into the highly lucrative business of getting paid to carry something across the border," Hazelton said.

Nogales, with a population that is 74-percent Hispanic, may seem a tempting point of entry to drug traffickers, Hazelton suggested. "If they get somebody who is known, recognized, or just fits the local ambience down here to carry something, whether it be heroin in a tennis shoe or marijuana built into a pickup, they stand less chance of getting caught. There is a sort of hopelessness of the people," he said.

Professor Moore of Sam Houston State echoed the notion that it is easy to smuggle drugs across the border into states such as Texas, New Mexico and Arizona because the United States does not have the

Continued on Page 14

Flashback



1976: Test drive

Few would deny that the largesse of the late Law Enforcement Assistance Administration spawned a near-epidemic of police equipment fever during the agency's heyday in the 70's. One of the technological brainchildren produced by LEAA was the Chevrolet Nova cruiser seen at left, shown here at its unveiling in New Orleans prior to testing. The experimental compact cars, which packed an eight-cylinder engine and a \$10,000 price tag, featured a sophisticated computer system designed to speed up checks on stolen vehicles and criminal suspects. The cars were hooted at in some quarters because the profusion of equipment in the front seat left little room for driver and passenger.

Wide World Photos

Forum

Vaughn:

Terrorism and the preparedness issue

By Jerald R. Vaughn

Terrorism is perhaps the most difficult and frustrating problem facing us today. Indeed, there are no simple solutions to this menacing threat to our safety and security. Fortunately the United States has escaped widespread acts of terrorism within its boundaries. While the explanations for this are numerous, the fact remains that we must be ever vigilant and not assume that it cannot happen here.

Terrorism is highly publicized on a regular basis by the news media and consequently generates significant fear in our citizens. Therein lies the dilemma for the police executive in the United States: developing a reasonable response capability without overreacting in the face of declining incidents of terrorism. Unfortunately, since terrorism is such a highly publicized activity, a whole cadre of "entrepreneurial experts" on the subject of terrorism have appeared and have exploited that fear in order to provide training, equipment and publications, much of which is of dubious quality.

Perpetuating a fear that is unwarranted on the basis of fact only assists terrorists in achieving their purposes.

Similarly, equipping local police at airports and other risk locations with heavy armaments and other equipment of warfare would only serve to visibly alarm citizens to the threat of terrorism. When we alter our basic way of life, we have in fact been defeated by the terrorist. That is not to suggest that we do nothing. To the contrary, being prepared and in a state of readiness is important. How that is accomplished is of great significance in terms of its impact on our daily lives.

In order to address this issue appropriately, the fundamental differences between our country and other nations must be recognized. The majority of foreign nations utilize a national police force which, in many cases, is either directly associated with the military or operates very much as a military unit. Those countries have but one police

Continued on Page 12

Jerald R. Vaughn is executive director of the International Association of Chiefs of Police. This article is adapted from testimony before the House Judiciary Subcommittee on Civil and Constitutional Rights.

Other Voices

A sampling of editorial views on criminal justice issues from the nation's newspapers.

The Mexican drug wars

"In harsh language, the Reagan Administration accuses the Mexican government of tolerating widespread drug trafficking and the pervasive corruption that it generates. It's quite true that there's a heavy flow of drugs smuggled from Mexico into the United States, and it's also true that there is much corruption in Mexico related to the drug trade. But you might also want to look at this corrosive and degrading trade from its other side. The United States, a country with three times as many people as Mexico and 20 times its income, is the world's most voracious and lucrative market for illegal drugs. The enormous profits to be gained in the American drug market filter southward along the routes of supply on a scale that not only subverts individual policemen and politicians but also threatens the political system itself in some parts of the country. American officials, having failed repeatedly to control the demand for drugs here, now are railing against Mexico, far poorer and less well equipped, for its similar failure to control the supply. A question: which country has the greater and more legitimate grievance against the other. While Mexico has done less than Americans had hoped to choke off the movement of drugs northward, the Americans have been equally unsuccessful in reducing the movement of dollars southward — dollars in the hands of professional smugglers playing for very high stakes in this ugliest and most destructive businesses. The destructiveness of the drug trade justifies using any strategy that promises even modest progress against it. But the unhappy reality is that, as long as the market within the United States operates on its present gigantic scale, any attempt to cut off the foreign sources of supply is likely to have, at best, very limited success."

— *The Washington Post*
May 16, 1986

Jurors who don't like the law

"The death penalty raises every criminal justice issue in the starkest possible terms. When it imposes capital punishment, the law singles out a particular individual and kills him to make a point to others and assuage the wound to society's flesh. Unfairness and error have mortal consequences, and so the law must take extraordinary care. But so long as the law provides a death penalty, the U.S. Supreme Court's recent ruling that potential jurors in capital cases can be excluded from the jury if they say they doubt they could ever impose it has to be right. The argument was that by excluding such jurors, the odds of conviction increased. But that takes the question the wrong way around. When a juror says that he does not think he can impose the death penalty, he is admitting that he doubts whether he can do the duty a juror is sworn to do, which is to enforce the law in the law's own terms. A juror in a capital case who does not think he can impose the penalty is like a juror in a noncapital case who cannot stomach the idea of anyone being imprisoned. You can respect his conscience and the strength of his convictions and still say he is the wrong person for the job."

— *The Chicago Tribune*
May 11, 1986

Kleiman:

Marijuana ban fails Gramm-Rudman test

By Mark Kleiman

If there is an idea behind the Gramm-Rudman amendment, it is that every Federal program should justify its costs in competition with other programs rather than allowing the deficit to grow unchecked or the tax burden to increase. Of course, everyone resists the application of such a procedure to the programs he cares about. Few if any in Congress ever offer cuts from a program near and dear to their own districts or states.

Let me, as a drug-policy analyst, be the first to step forward with a sacrifice for the Gramm-Rudman altar. Marijuana prohibition is, I believe, good drug-abuse policy, but it isn't worth the price — at least not if that price is paid in across-the-board percentage program cuts.

If marijuana were legal, the Federal Government could save about \$500 million a year in enforcement costs, and collect about \$7 billion in revenues without increasing the burdens on any currently legal commerce. (This assumes that legal marijuana is sold at a cost high enough to maintain the current black-market price.) Of course, even \$7.5 billion wouldn't make legalization an attractive bargain if the alternative to legal marijuana were no marijuana at all, but that isn't the case.

The practical alternative to legal marijuana is illegal marijuana. No conceivable enforcement policy is going to change that fact. Since 1981, the Federal marijuana enforcement budget has tripled, with no noticeable effect on consumption. This is neither surprising nor

any indication of poor performance on the part of the Drug Enforcement Administration, the Customs Service or the Coast Guard. The simple fact is that there is no way a few thousand agents can keep 20 million regular marijuana users from their chosen drug.

Illegal marijuana means enforcement costs, no revenues, billions of dollars in earnings for large-scale criminal organizations, violence, corruption, adulteration of the drug with really vicious chemicals such as PCP, 400,000 arrests a year for simple possession, and the turning of 20 million Americans — most of them otherwise law-abiding — into habitual lawbreakers. The one advantage of illegal marijuana over legal marijuana is that there is less of it. How much less, no one knows. But if marijuana could be smoked publicly without risk of arrest; if it could be obtained easily, in known potency, with guarantees against adulteration; if respect for the law were no longer an issue in the decision about whether to begin using or not; if marijuana manufacturers were able to advertise their wares as brewers do; if all these things were true, it seems almost certain that some nonusers of the drug would

Continued on Page 12

Mark Kleiman, a research fellow at Harvard University's Kennedy School of Government, was director of policy analysis for the Justice Department's criminal division from 1981 to 1983. The foregoing article originally appeared in The Wall Street Journal.

Letters

Showing the colors

To the editor:

I had the good fortune this A.M. [May 20] to watch a portion of the ABC Good Morning America television program on which David Hartman interviewed the Congressional lobbyist for the National Rifle Association. I encourage your readers to obtain the transcript of this interview should they have missed this informative program and should they have any doubt about the true colors of the NRA.

As you know the NRA is the same organization that opposed legislation which would ban the sale and possession of Teflon-coated and armor-piercing ammunition. And more recently, they mounted a massive campaign in support of the McClure-Volkmer gun decontrol bill (S.49), which would ease Federal constraints on the sale and interstate transfer of handguns. Now the issue is the all-plastic handgun. The NRA, and unfortunately some few police chiefs, support the importation, sale and possession of this new weapon — the police chiefs from the standpoint that it is a very "lightweight and versatile service weapon." The NRA lobbyist suggests the weapon should not be banned because it is not "the problem." The problem, according to the NRA, is terrorism, and government, they claim, must do more to curtail terrorist ac-

tivities.

Let's not kid ourselves. This weapon creates the potential not only for death and destruction of airline passengers, crews and aircraft, because criminals may escape detection at airport screening locations, but it also places in jeopardy those facilities, institutions and people in our society who operate in or are assigned to protect high-risk individuals or places. I refer to every jail, penitentiary, courthouse or police facility where there is great potential for violence, either increasing the escape potential for violent prisoners or for attacks upon those working within or assigned to protect the occupants.

I think it's time we in the police profession recognized the leaders in the NRA for what they are: a group of people who don't give a damn about the safety of our citizens or elected officials, let alone the lives of our cops. I suppose the next issue they will raise will be opposition to legislation which would ban the ballistic knife. I recommend to your readers that we who are charged with a leadership role in law enforcement completely sever our agencies' relationships with the NRA and discourage our members from participating in future NRA-sponsored activities.

NEIL W. MOLONEY
Director
Colorado Bureau of Investigation
Denver, Colo.

In its time, the Kansas City, Mo., Police Department has made any number of lasting contributions to the body of police research, particularly under the administrations of former Chiefs Clarence M. Kelley and Joseph McNamara during the 1970's. These contributions include numerous ground-breaking studies of patrol practices, investigation and crime analysis, among other projects. And, in a sense these contributions may also be seen to include Chief Darrel W. Stephens, who spent the first eight years of his police career in the thick of things in Kansas City, and who is shortly to become executive director of the Washington-based Police Executive Research Forum.

Stephens rose from patrol officer to unit commander in Kansas City from 1968 to 1976, a meteoric rise through the rungs that brought him into contact with a broad array of applied research efforts. He served as staff director of the department's Apprehension-Oriented Patrol Deployment Project, which tested the effectiveness of different forms of street patrol, he implemented a directed patrol concept and was also involved with programs that addressed crime against the elderly and

domestic violence. Later his efforts took him to Washington, where he represented Kansas City as a police program specialist with the National Institute of Law Enforcement and Criminal Justice.

The Kansas City police force was ultimately to lose Stephens to the city of Lawrence, Kan., where Stephens served as assistant police chief for three years — once again with his eye focused sharply on a variety of research endeavors, including the introduction of crime analysis and the implementation of a system for managing criminal investigations. From Lawrence it was on to Largo, Fla., for a four-year stint as police chief. Some of Stephens' old favorites in the way of police research came with him to the Gulf Coast city, and still others were created afresh within the structure of the 135-member department.

The same dedication to innovation and problem-solving followed Stephens to his current post in the Tidewater city of Newport News — a dedication that culminated earlier this year in that police department's becoming the 14th agency to win accreditation from the

Commission on Accreditation for Law Enforcement Agencies. Bear in mind, too, that all of the foregoing achievements were chalked up by the time Stephens had reached the tender age of 39.

Stephens' appointment as head of PERF capped a search that had been going on with varying degrees of intensity since the untimely death last September of Gary Hayes, who had headed the Forum since its inception in 1976. For the most part, Hayes's own accomplishments in the area of police research need no recounting, and thus one might argue that Stephens will have some tough shoes to fill. On the other hand, he'll be bringing to the job, which he starts July 1, a solid bank of academic credentials — both bachelor's and master's degrees — his youthful vigor and enthusiasm, and a track record of his own in research and the operational side of law enforcement that ranks with the best. His appointment to the PERF job came with accolades that hailed him as "a highly talented individual with experience and vision" and as "an innovator and leader [with] a proven record of success." When an advance billing such as this is tagged onto a man of Stephens' soft-spoken effectiveness, one need only sit back and wait for the research wheels to start turning once again.

'It's not like we use the word research in everything we do, because we don't. What we do mention is that we've got a responsibility to provide services to the community, and we've got a lot we can contribute.'

Darrel W. Stephens

Police Chief of Newport News, Va., and executive director-designate of the Police Executive Research Forum

Law Enforcement News interview
by Peter Dodenhoff

LAW ENFORCEMENT NEWS: After 18 years as an active police professional, compiling a track record of success along the way, why are you now breaking ranks to become the executive director of the Police Executive Research Forum?

STEPHENS: I've built my career around being involved in not only conducting research as a practitioner but trying to implement the results of research that's been done over the past 10 to 15 years, so that area is not totally unfamiliar to me based on my practical experience. I had an interest in making a contribution to the law-enforcement profession, and the opportunity at the Forum as its executive director seemed to be a viable way that I could continue to be involved with law enforcement and law-enforcement executives and perhaps through that organization help make a contribution to improving the quality of law enforcement throughout the country.

LEN: Are there any lingering regrets about leaving active policing behind?

STEPHENS: I don't have any real lingering regrets right now, but I haven't left yet. The regrets might be there in several months; I might automatically wake up at two in the morning and wonder why the phone's not ringing with some problem that I have to resolve.

LEN: In at least one critical respect it would appear that you'll be leaving the Newport News Police Department in better shape than you found it, and that would be the accreditation approval that was recently awarded to the department. What has that accreditation meant — or is it likely to mean — to both the department and to the city at large?

STEPHENS: The process is one that I believe is going to help insure a continuation toward the professionalization of law enforcement. In Newport News we had a department that, a little over three years ago, had problems in lots of different areas. One of the most significant problems was that we really did not have a good system of policies, procedures and directives to control and guide people on a day-to-day basis. The accreditation process has helped us not only review all aspects of the organization but to communicate both to individuals within the department and to people in the community what the policies, procedures and practices of the organization are going to be on a day-to-day basis. Anytime that an organization goes through that kind of process and examines itself in that way, the organization is going to profit from it, even if you don't have really significant changes. You reinforce the practices that maybe you've done over a number of years and recommit yourself to continuing those. So the department is going to be much better off, from my perspective, because of that documentation.

LEN: What were among the key areas in which

documentation for established practices was lacking?

STEPHENS: Probably the most significant areas were, for example, use of force, hot pursuit, those kinds of things. The department rules and regulations and procedural manual that were written in 1972 really didn't address those areas. A number of people at that time were handling those areas strictly on the basis of what the statutory authority was, without really giving some detailed guidelines. There was some policy that had been developed in writing, but those policies only existed in a couple of offices in the department and were not a part of the material that was provided to police officers on a day-to-day basis. We were basically operating on a word-of-mouth kind of approach in those really critical areas. People in the community didn't know what to expect and the officers didn't know what to expect until after something had happened, and then those two or three copies of the policy that existed were pulled out and examined to see if you did okay or if you didn't.

When the shooting stops

LEN: In that general vein, I recall reading that when you first became police chief in Newport News, you implemented what was called a Shooting Investigative Team. Has that had any significant impact in terms of helping both the department and the community to understand the circumstances surrounding police shooting incidents?

Continued on Page 10



'You can put a lot of policies in writing and stick 'em on a shelf some place, but if you don't reinforce those in day-to-day practice they gradually lose the emphasis that should have.'

Continued from Page 9

STEPHENS: Yes it has. Prior to the existence of that team the investigation of a shooting incident was done by the internal affairs officer in conjunction with the crimes-against-persons unit. They were simply at odds. The criminal people felt like they should take priority, and internal affairs felt like they should take priority. They just ended up in controversy back and forth between the two, and both investigations suffered. By establishing the team and a policy that laid the groundwork for how these investigations would be conducted, both investigations and the quality of those investigations improved, and information between the two that was appropriate could be shared. The officer has a better feeling about the investigative process because that investigative team is composed of individuals that he would consider his peers. So that's definitely helped the entire process. Our incidents of police officers involved with shooting and killing someone have declined dramatically over the past three years.

LEN: Is that as much a result of the new approach to investigating shooting incidents as it is, say, of putting use-of-force policies in writing through the accreditation process?

STEPHENS: It's a combination of both. You can put a lot of policies and procedures in writing and stick 'em on a shelf some place, but if you don't reinforce those in day-to-day practice, they gradually lose the emphasis that they should have on operating practices. So by developing the policy and actually implementing it and following it on a day-to-day basis it has a tendency to establish greater control and inform people what the real expectations of the organization are. Sometimes you find that even though you've got one thing in writing, the organizational behavior is much different and the officer reacts and behaves according to his understanding of the organization's informal expectations, as opposed to the formal ones.

LEN: I also noted that when you became chief there you reinstituted a requirement that officers involved in internal investigations undergo polygraph tests when so directed. Would the investigation of shooting incidents fit under this heading, wherein a polygraph might be required?

STEPHENS: Under certain circumstances it could be. About three or four months before I came to the department, the department had issued a policy on the use of polygraphs in internal investigations. The policy was rescinded within a couple of weeks because of all of the pressure that was brought to bear by officers and individuals within the department. Basically what we did was make a few minor changes in the way the policy was to operate, circulate it throughout the department for people to have their input, made a couple more changes and then we just instituted it. It wasn't really in conjunction with any kind of use-of-force issue or anything else. We basically believed that the polygraph is a useful investigative tool not only on the criminal side but on the internal side as well. That policy laid out the circumstances under which the department could and would use the polygraph in the conduct of those investigations.

LEN: As you noted at the time, the polygraph very often

tends to clear people more than it implicates them in a variety of situations. Has that proven to be the case since that policy was implemented?

STEPHENS: That's generally been the case for us, although we've not used it all that extensively. The most extensive use of the polygraph since I've been here was in conjunction with one internal investigation that we conducted last fall with regard to police officers taking drugs as evidence and using them, and in one case selling them. In that case the polygraph cleared about half of the people and in the other half of the time it pointed to areas where we needed to do more extensive investigation, which we did.

LEN: What were among the fine-tuning adjustments that were made to this policy that enabled you to implement it without widespread resistance from the rank and file?

STEPHENS: There were two key issues. One was that we indicated to the officers that we would use it only in the most serious kinds of disciplinary matters. We have a series of groupings of disciplinary situations, from Group One, which generally starts out as an oral reprimand, to Group Five, which is an automatic termination if you violate one of those rules. We indicated that we would only use it in Group Four and Group Five situations. If it involved a complaint from a citizen, and if the officer's version and the citizen's version of what happened were in substantial disagreement and we couldn't independently corroborate one or the other, we would use the polygraph only if and when the citizen had taken the polygraph first. We also indicated that we had no interest in going back 15 years or so. There was some fear among people that we were going to go on a witchhunt, and we tried to allay those fears by saying that whatever had happened prior to the implementation of this policy, we wouldn't use the polygraph on whatever investigations we were in the process of winding up. Those three things really took most of the concern out of the use of the polygraph for internal matters.

LEN: You mentioned the episode last year in which certain officers used confiscated narcotics for personal consumption or sale. Did that perhaps suggest the need for

circumstances around the country, and I personally will be encouraging people to take a look at that model and try to adopt it within their own agencies. Other than that, a lot of what you get people to do depends on the ability to attract funding, either to test a particular approach or to do a demonstration project or to provide training. The ability to obtain funding to support those kinds of efforts in some cases directs you to the areas that you're going to go into.

LEN: Of course, at the Federal level these days there is the matter of the Gramm-Rudman deficit-reduction act, which is putting a crimp into Federal funding for numerous things, not least of which is criminal-justice research. Is that likely to have a significant impact on the ability of PERF to realize new ground-breaking research?

STEPHENS: It really depends on how Gramm-Rudman is actually implemented and to what degree it is implemented. To the extent that it does have an impact on research and demonstration and training dollars on the Federal level, it will have an impact on PERF as well as others who are involved with doing Government-funded and sponsored research. How much of impact, I don't think we really know at this point. It looks, at least for the next year or two, as if the requests for proposals from the various sources of funding in the Justice Department are going forward. So even if there's going to be some reductions, it doesn't appear at this point that everyone will be completely out of the business. We think that we can offer some things in terms of research through our membership and the interests of our membership that makes us a good organization to work with on research and demonstration efforts.

LEN: The crime-analysis model, while apparently offering a promising approach for problem-solving, also appears to entail a substantial amount of advance legwork for the gains that were ultimately realized. As you now see it, are the achievements of that approach worth the extra effort that might have been required up front?

STEPHENS: I think so. And I think most of the people in the department that have been involved with developing the model or using it to look at problems would think

'Our crime-analysis project offers a considerable amount of potential for law-enforcement agencies of all sizes and all kinds of circumstances around the country.'

a program of urinalysis drug screening, such as other departments have adopted?

STEPHENS: It did, and we recently implemented a policy, not throughout the department but for officers assigned to that function. We modeled our policy after that of the [Washington] D.C. police. What we do for officers that are going to be assigned to the vice function is that they, as a condition of assignment, agree to random urinalysis tests.

LEN: Given the limited scope of the testing, I'd imagine that resistance to the program has been minimal.

STEPHENS: In fact there has not been any resistance to it. The people involved in the vice unit essentially wrote the policy and were very supportive of its implementation as a way of showing that the problem we had with the officers was not widespread among all of them. This was one way they could continue to show that they're not involved in the use of controlled substances.

Encore, encore

LEN: You've been involved with a number of applied research efforts over the course of time, and it would seem that your new position with PERF would give you a golden opportunity to expand upon or replicate some of those projects. Are there any projects that you feel are particularly deserving of replication?

STEPHENS: Probably the most significant project is one that we have been involved with along with PERF and funding from the National Institute of Justice, and that's the development of what's called our crime-analysis project. What it actually turned out to be was the development of an analysis model to do what's been coined as problem-oriented policing. That approach offers a considerable amount of potential for law-enforcement agencies of all sizes and all kinds of cir-

that it's worth the extra effort up front for what turns out on the other end. For example, in downtown Newport News our major employer is Newport News Shipbuilding, with 30,000 people working there. A considerable number of those people drive cars into the downtown area and those cars get broken into and have things stolen out of them. Our downtown larceny crime rate was just phenomenally high for the kind of area that we have. Essentially what that did was it accounted for a substantial part of the larcenies that were reported to UCR on an annual basis. In fact they accounted for almost one-fourth of those reported annually. It painted a picture of a crime rate that, when you totaled them all up in the downtown area, was much worse than what it actually was. People just look at crime rates and don't look at the type of crime, and perhaps they develop a level of fear of coming to the downtown area that may have been completely out of whack with the real potential for being a victim. So through the use of the model we've been able to substantially reduce the number of those larcenies and therefore substantially reduce the Part I crime rate and the number of crimes that were reported in the downtown area. It also put us in touch with the shipyard security people and downtown businessmen in a little different kind of context than we had ever been in before, since through that model we were working on solving a problem that was mutually beneficial to both of us. Prior to that, the shipyard security people would say, "Well, that's primarily a police problem," and we'd say we can't do anything about it except take the reports because it's primarily on private property. You'd go back and forth and the problem never really got resolved. By putting the effort in up front and by being in a situation where you go from, for example, 50 larcenies reported a month to 15 or 20, you've not only had a viable and definite impact on the crime rate, you've reduced the amount of time and effort and going through the process of investigating and reporting and documenting

Interview: Chief Stephens of Newport News

those larcenies that now no longer occur. What you put in up front you gain later on in terms of resources, and you're able to devote those resources to other problems.

LEN: Given the fact that the crime-analysis model was tested with targeted crimes in targeted areas, is there reason to believe that this approach can be applied in a day-to-day, across-the-board sort of way, or is it best used strictly as an adjunct to more conventional police practices?

STEPHENS: I think it can be applied on a day-to-day basis. What we hoped to accomplish through the use of the model is really a solid, thinking kind of police officer and police organization, so that when he responds to a call for service and continues to go back to that same location, there would be some recognition that what we're doing is continually looking at the same problem over and over again, resolving that incident as quick as you can and getting back in service to go on to the next call. This model has been applied to a wide variety of different situations. For example, we had an officer apply the model to a series of calls we were getting regarding noise in and around a skating rink area. By applying this thought process and this approach, he was able to implement a solution to the problem that normally would have never, ever been thought of. What the officer did by a kind of structured thought process was to discover that the basis of the noise was the lack of transportation from the rink back to the neighborhood where these kids lived. They had transportation but it wasn't very good, so rather than wait for the bus a lot of kids would walk back, and as they walked back they created a lot of noise for the neighborhood initially, and then kind of a path of destruction through vandalism. The officer worked out a relationship with the skating rink owner, and they added a couple of buses to the route, and the problem in terms of the police continually responding to those calls has been essentially resolved.

We had a convenience store where over the period of a year we made in excess of 400 calls for service, and through applying this thought process, this analysis model, we were able to work with the convenience store people and some of the people in the neighborhood around there to reduce those calls for service to about 10 or 12 a month. So you've got input up front, but there's a substantial savings in the long run.

LEN: This model seems to suggest that officers have to be more than routinely alert to problems, sort of keeping an eye out for common threads that might run through a series of incidents. Is that a fair assessment?

STEPHENS: Yes it is. In fact, we've developed a system and then an analysis within the system, basically with the officers being more alert, and then we've established some mechanisms, like computer printouts that allow us to identify areas where we have an unusual number of calls, or the officer himself senses that something's different or something's happening here that calls for his presence. We call that the scanning aspect of the model. You're constantly scanning the environment for these kinds of problems. Some of those come directly from the officer's observations, some of those come from our crime-analysis unit, some come from complaints from the Mayor or councilmen or the city manager, or sometimes you pick up the newspaper and you find out that this horrible problem is taking place and that may be your first knowledge of it. The scanning stage is constantly looking for those kinds of difficulties that you're going to have to respond to normally in one way or another, but that triggers movement from discovering that you've got a problem to the analysis of the problem — and we've developed a fairly extensive approach and checklist that helps officers analyze that specific problem.

Then you move into what we call our response area, where based on the analysis of that problem you develop whatever response seems to be appropriate to that particular issue. As we implement the response we monitor it and assess whether or not it had the kind of impact that we want it to have.

LEN: Would I be correct in assuming that this approach requires a reasonably sophisticated degree of computer capability to back it up?

STEPHENS: No. Computer technology will help you the larger you are and the more incidents you have, but even the smallest police department has some way of recognizing that they've got a particular problem, and you don't need a computer to do that.

LEN: Does the crime-analysis model seem to work better with one patrol-deployment format than it might in another — for example, the neighborhood beat-style policing as opposed to more conventional approaches?

STEPHENS: It doesn't matter. I think probably the biggest problem that we've had, and I expect the biggest problem that most people would have, is that officers and supervisors would say they don't have time to do this. That's a problem all of us have to face in terms of managing the time so that an officer can take that initial time up front, in addition to his normal responsibilities, to do this. The people that are doing these analyses in most cases are officers or investigators that do this in addition to their normal duties. For example, the analysis of the skating rink was something that they could do within a matter of just a couple of days, and they got that problem resolved and it was no big deal. Other problems might have taken more resources and were addressed over a longer period of time, but still we didn't experience any big increases in manpower associated with that. We have some of the things that other departments have in terms of managing their calls for service. We do priority call management, we do telephone reporting and some of those other things that allow us to manage our time a little bit better, and then we established some priorities that allow these officers to follow this model.

LEN: So then while it would not be mandatory that a department adopt a certain patrol style or possess a certain level of computer capability, the model might work best when used in the context of, say, a differential response type of approach, or another format that allows officers to free their time to devote to these analyses.

'This department had no preconceived notions about what crime analysis was all about and wasn't locked in to what it could or couldn't do, like some departments might be.'

STEPHENS: Absolutely. Where this kind of approach works best is in a department where they've paid some attention to managing patrol resources and they don't just respond from call to call to call on a first-come, first-served basis. It works best in an organization that is cognizant of some of the research done in the early 70's with regard to response time and patrol practices — the field interrogation stuff that was done in San Diego, the work that was done in Rochester with police officers doing investigations, the ICAP programs [Integrated Criminal Apprehension Program]. This is just extending all that out a little bit more.

LEN: Was there anything particular about either the city of Newport News or its police department that made it an especially good venue for testing this model?

STEPHENS: I think there were a couple of things. The department really had no preconceived notions about what crime analysis was all about and wasn't locked in to what it could or couldn't do, like some departments might have been had they had crime-analysis units on a long-term basis pretty well built into the organization. A couple other things made Newport News an ideal candidate for this. We're a city of 150,000, which was small enough to be able to do some of these things but also large enough to serve as a kind of laboratory. We have a major industrial aspect to the community, we have a pretty good distribution of racial and socioeconomic makeup within the city that is not unlike other urban areas in the country. Then the final thing is that this is something that I've been working on for years. When I was in Kansas City in 1972, I became involved with a Police Foundation research effort that basically tested two models of patrol, one focused on locations and one focused on people. The hub of those two patrol models was what we called the criminal information center, which was basically a crime-analysis function within the

organization. So I've had some interest from there forward in doing the kind of things that we're doing here, and I've had quite a bit of involvement with it. Crime analysis and resource management were key aspects of the ICAP program, and I see this as another extension of that. Both the National Institute of Justice and PERF were aware of my involvement with that over the years and that also made us a good site for the project.

PRIDE in their work

LEN: Your department has also reportedly had some success with a program known as PRIDE — Police Response to Incidents of Domestic Emergency. . .

STEPHENS: That came from our crime analysis project. We had a homicide detective by the name of Marvin Evans who took this model and applied it to his workday life of investigating homicides, and ended up developing a fairly comprehensive approach to dealing with these domestic situations.

LEN: That program is said to have become something of a statewide model. What other cities have adapted this approach thus far?

STEPHENS: Well, in terms of calling it a model, what has actually happened is that spouse abuse shelters and domestic violence volunteer groups are using the PRIDE approach that we've implemented as a model to encourage other departments to actually take that on. Richmond was very interested in the project, and we've provided them with a lot of detail, either directly to the department or through the crime commission that they had doing some studies of police practices there.

LEN: What exactly were among the hallmarks of this particular approach to domestic incidents?

STEPHENS: Basically, it follows on Marvin using the model and getting a handle on what the problem was. It follows some of those recommendations that came out of studies like the one that was done in Minneapolis. We

developed a mandatory arrest policy under certain circumstances. What Marvin did was establish an advisory group that included people from both public and private agencies that did counseling for people. They had the correctional, probation, parole and the judges involved with this advisory group, and what we were able to do without adding anything in terms of resources other than what we had already was to establish a system whereby our officers could make the arrest. We encouraged them to go get a warrant even if the complainant was against it. The prosecutor's office and the courts agreed to not drop a warrant that an officer obtained and encouraged people to go forward with the counseling aspect and monitored their progress. So we were able to set up an entire system and approach to domestic violence situations that never existed here before. It's not terribly different, I think, from some of the other cities in the country that have dealt with domestic violence issues; the biggest difference is that this was instigated by a homicide detective who started out not knowing anything about the domestic violence and was strictly concerned with homicide. He worked through the model and came up with a need to focus on the domestic issue, since in the homicides that he analyzed 50 percent of them in our city were domestic-related and in every one of those cases we had been to the victim's or the perpetrator's home several times within a two-year period. That's where he started focusing on trying to intervene at that point, and that's what got all the rest of these things going.

LEN: Has the approach proven to have a tangible impact on the statistical side of the crime picture, or is it more of a people-oriented kind of thing that is hard to pin down in raw numbers?

STEPHENS: It's really hard to pin down. If you talked

Continued on Page 14

Preparedness a question in face of terrorism

Continued from Page 8

authority to rely upon for a response to terrorism.

The United States was founded on the principle of local control. Consequently, over 17,000 independent law enforcement agencies serve our cities, counties, states and Federal Government. An unfortunate effect of our system is that there is often a lack of communication and coordination, there is duplication of effort and, in many cases, a less than desirable level of cooperation between law enforcement entities. Because of this system it is almost always the local police who are the first responders to

any criminal event where there is no advance intelligence information that would indicate criminal activity is likely to occur. This would hold true for acts of terrorism as well. How well state and local law enforcement agencies are prepared to respond to such an event is largely dependent upon many factors: the size of the jurisdiction, whether it is urban or rural, the attitude and knowledge of local government and police officials about such matters. In many departments specialized tactical response teams are in place to handle unique police events. Many other jurisdictions, however, do little to

prepare for such occurrences and many police officials honestly believe that such things cannot happen in their jurisdiction. It is in those jurisdictions that the most serious problems arise in the unlikely event a terrorist act occurred there.

Many police officials minimize the threat of terrorism because, as they analyze their communities, they simply do not see any likely target for such an activity. What they often overlook is that a potential target of terrorists could visit their city in the form of a dignitary or other person who may serve the purpose of a terrorist. On balance, the level of preparedness for terrorism in most state and local law enforcement agencies in the United States is probably less than desirable. Determining the most appropriate method of raising that level of preparedness must come after careful analysis of the problem, the solutions and what is acceptable to the citizens of our country. Indeed, what may be effective in terms of responding to terrorists may not be acceptable

in our country, nor necessarily should it be.

The most important thing that can be done to increase the level of preparedness on the part of our state and local agencies is to provide accurate, timely and realistic training to key decision-makers in our communities. This would include mayors, city managers and top police executives so that as they look objectively at the problem of terrorism in the world today and in the context of their communities they can make logical and reasonable choices based upon resources available in their communities. They can also pursue mutual aid compacts and increase communication between other law enforcement entities if information suggests that as an appropriate course of action. I do not believe that it would be a wise expenditure of funds, nor in the best interest of the public, to have the Federal Government fund such things as heavy armament for local police except in those cases where there is a clearly identified risk in that community and it is beyond the capability of the

community to equip its officers accordingly. Any such action should be done with consideration of its impact on citizens and our basic way of life.

The most appropriate role of the Federal Government would be to assist state and local governments in training the key decision-makers. This can be done by agencies such as the Federal Bureau of Investigation, which has the lead agency responsibility for response to such occurrences. It must be kept in mind, however, that it is the local police who most often will respond first to such incidents. To rely on state or Federal terrorist-response teams is often ineffective due to the time lapse between the occurrence and the arrival of those teams. That time lapse can result in a great deal of death and destruction. Perhaps the most important consideration is to achieve a reasonable balance between the safety and security of our innocent citizens and realistic assessment of the threat level of these events, to insure that serious overreaction does not occur.

The Middle Manager's Voice Must Be Heard



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Failing the Gramm-Rudman test

Continued from Page 8

become users, and some current users would use more.

Our other great national attempt to suppress a mass-market intoxicant by making it illegal — Prohibition — was not the total failure some believe it to have been. According to a study by the National Academy of Sciences, the consumption of alcohol fell by two-thirds during Prohibition and climbed back to its earlier level after repeal. The steady decline of the inflation-adjusted alcohol tax (now at one-third its 1951 level) and the belief that "alcoholism" rather than "social drinking" accounts for most of the nation's alcohol-related crime, violence and highway carnage illustrate the political and ideological power of the legal alcohol industry. The history of alcohol in the U.S. provides little support for the notion that the Government can handle marijuana legalization skillfully.

To legalize marijuana without vastly increasing marijuana consumption, the U.S. would need to apply to marijuana the kinds of rules this country has so conspicuously failed to apply to alcohol: high taxes (to keep the legal price near the current black-market price); effective restrictions on distribution to minors; bans on any but simple informational advertising (on the model of a securities "tombstone"); vigorous public-information campaigns, particularly in the schools, that would teach the social skill of refusing an offered smoke gracefully, and social and legal attitudes that refuse to accept intoxication as an excuse for bad behavior (though this mat-

ters less for marijuana than it does for the inhibition-relaxing alcohol).

If it could be guaranteed that such policies would be effectively put in place and that they would succeed in keeping marijuana consumption near its current illegal level, legalization would be an attractive policy, even ignoring the budget savings. Legalization would free criminal-justice agencies from a responsibility they cannot handle well, deprive criminals of billions in illicit earnings, and draw a bright line between marijuana and the far more dangerous illicit drugs. Legalization would even reduce the consumption of some adolescent user-dealers to whom marijuana prohibition provides access to wholesale-priced weed and a ready source of funds to buy the drug. These are the users for whom marijuana is most likely to be a "gateway" to the use of other illegal intoxicants.

However, there can be no guarantee that legalization would not triple marijuana consumption as it did alcohol consumption. That would, in my view, be a disaster for which even \$20 billion in revenues would be poor compensation. Even with marijuana illegal, there are three million Americans who smoke an average of eight "joints" daily and thus are more or less under the influence of marijuana all their waking hours. Tripling that population would give the U.S. almost as many problem pot smokers as it now has problem drinkers.

The terrifying thing about legalization as a policy is that there is no way to determine its affects on consumption without try-

ing it out. If legalization proved to be an error, reversing it would be extraordinarily difficult, because prohibition would need to be reimposed on a vastly swollen market.

I admit that this uncertainty and irreversibility are the most compelling arguments against legalization. That is why I began by saying that marijuana prohibition is (if only marginally) good drug abuse control policy. If the choice were open, I would far rather raise revenues by raising whiskey taxes to 1951 constant dollar levels. That and raising the wine and beer taxes up to parity with whiskey would yield about \$15 billion, and substantially reduce violent crime and auto accidents.

But as long as President Reagan refuses to consider raising overall revenue by increasing the tax on currently legal substances, marijuana legalization has to be considered as one potential source of \$7.5 billion a year to use for drug enforcement, other law enforcement, drug-abuse prevention, or just to prevent the random budget cutting threatened by the Gramm-Rudman sequestration process. Measured against that Gramm-Rudman standard, the ban on marijuana, like other marginally justified programs and policies, fails the test.

Sound off:

LEN's "Forum" page is for our readers to express their views on topical issues. Send contributions to: Forum, Law Enforcement News, 444 West 56th Street, New York, NY 10019.

Criminal Justice Library

We read and review:

Diversity breeds vitality in six police agencies

The New Blue Line: Police Innovation In Six American Cities.

By Jerome H. Skolnick and David H. Bayley.
New York, N.Y.: The Free Press, a division of MacMillan Publishing Co. Inc., 1986.
246 pp. \$18.95.

By Philip John Stead
Professor of Comparative
Police Science
John Jay College
of Criminal Justice

A book written in collaboration by the authors of "Justice Without Trial" and "Forces of Order" cannot fail to be of interest to anyone concerned with the study or the governance of police. Skolnick and Bayley come well up to expectations in their wise and unpretentious inquiry into new departures in American policing. They have tackled their subject in an empirical, inductive way, with the happy result that their account comes over with the kind of authenticity that does not depend on a plethora of footnotes, questionnaires, references and statistics. The style is natural, conversational even, and takes the reader into partnership with the authors in their venture.

What did they find? In Santa

Ana, Calif., the police department has sought to move from a traditionally reactive posture to a preventive one, notably by employing nonsworn personnel in service tasks that are usually the jealously-guarded preserve of regular police officers. Substations, so often the first victims of cost-cutting and manpower-saving, have been opened to provide both police facilities and focal points of neighborhood contact. Language barriers have been recognized and reduced through good communication techniques. Cultural diversities have been accommodated by discretion and tolerance. A chief who has held office for 10 years has adhered stubbornly and resourcefully to his community-oriented theory. Such theories cannot be implemented overnight and the brief tenure of many an enlightened police administrator has prevented much reform from taking root.

In Detroit, amid an unfavorable climate of high unemployment and rising crime, the department has committed itself, despite declining numbers, to an all-out effort to get the community to mobilize for self-defense. Crime prevention has been emphasized, with an ambitious scheme of neighborhood watch; crime-prevention associations have

been formed; mini-stations, opened throughout the city, have been developed as crime-prevention centers, operating independently of their local precincts. All these measures were persisted in, in the teeth of the received police wisdom and the absence of evidence of success. The authors' comment is a happy one: "[T]he Detroit initiative shows that radical inventiveness in American policing can occur in the most unlikely places."

The lead in Detroit was taken by Mayor Coleman Young. In Houston, Chief Lee P. Brown set the new course, dictated by his belief that "policing has to be permeated with moral, and not merely tactical, objectives." This belief was rapidly translated into a firearms policy which has substantially reduced the number of occasions in which police use guns; a scheme to make patrol work more varied, more proactive and less at the mercy of central dispatchers; and the establishment of community police stations to make the department more accessible to the public. Again, however, hard evidence of success is lacking.

The police department in Denver, the authors believe, "represents the American standard in police strategy," because

it stands by a basic faith in effective uniformed patrol. "The presence of the police" is what matters to the public, and the department seeks by "directed patrol" to intensify it and make it more productive. This determination to uphold the patrol officer as the agent *par excellence* of the police will command agreement in several countries which have over-diversified their systems with specialized branches.

Oakland, Calif., plagued by budget and personnel cuts, has nevertheless pursued an incisive affirmative action policy and raised its proportion of minorities to almost 40 percent of its sworn personnel. Despite financial and other constraints, including the impact of unionism on deployment, foot patrol has been firmly maintained in the downtown area. Strong street policing, alas, has brought an ancient police dilemma with it: The public complains if it is not provided, and complains even more when it is.

An aging police force — in 1984 the average patrol officer was over 40 — has to cope with the historically run-down city of Newark, N.J. The last police director, Hubert Williams, in office from 1974 to 1985, did a great deal to put in control and accounting procedures and raised the level of police activity. Ha

established a Truancy Task Force to cope with youngsters who committed crimes during school hours — a controversial but successful and well-received measure, in which police and schools cooperate. Again, the presence of the police has been emphasized by checking that there is no "trouble" taking place on buses, by roadblocks to combat drunken driving, and by establishing a neighborhood service center well appreciated by the local community. Adverse conditions, once more, have not been a disincentive to inventiveness and good will.

"The New Blue Line" reflects the vitality born of the diversity of American police agencies. National police systems provide less fertile ground for innovation; hydrocephalic police bureaucracies are more concerned with survival than progress. If we seek to generalize, it would seem from this book that the best hope for police evolution (setting aside the socioeconomic forces beyond police control) lies in the recognition that, as the authors so rightly say, "Policing is not done for communities; it is done with them." And, in unlocking the mystery of that relationship, the individual police officer, given a scope which is too often denied, may well prove to be the key.

Library notes:

Privatization: lessons of the Hallcrest Report

By Norman R. Bottom Jr.

Chancellor Press of Portland, Ore., released the Hallcrest Report, "Private Security and Police in America," in early 1985. In the wake of discussions held at the 1986 conference of the American Society for Public Administration, it is time to assess the lessons of what is the third and perhaps final act in Government-sponsored research into the state of private security in America.

The five-volume Rand Report on Private Police, published in 1972, was the first such publicly-funded study. It was followed in 1976 by the Task Force Report on Private Security (Standards and Goals), released by the now defunct Law Enforcement Assistance Administration. Thus the 423-page Hallcrest Report, written by William Cunningham and Todd Taylor with grant support from the National Institute of Justice became the third act. But the Rand Report went off in its own direction, as did the LEAA task force report. They are related but do not represent a continuum.

Hallcrest fails to build on either Rand or the task force report, but instead presents its own new insights into the field of private

security. The Hallcrest Report is most useful for the public administrator of 1988-1996, and any failure to comprehend the lessons of this report will cost taxpayers and public servants.

The main lessons

Police executives of today do not understand the universe of modern security, whether in reference to personnel utilization, procedures, and equipment. American police executives largely cling to the Rand report's stereotype of security personnel as being overweight, undereducated and largely worthless. Similarly, police executives do not comprehend security technology. Thus, lesson one: A public administrator cannot depend on his police executive to guide the taxpayers to a safe haven in privatization.

Secondly, contract security services — guard companies — remain notorious for low personnel selection standards and inadequate training. According to Hallcrest, business management must share the blame for this. Business gives actual experience and education a low priority during the hiring process for contract guards. In that sense, lesson number-two: A public admini-

strator cannot depend on local business executives for sound guidance during the privatization of criminal justice.

Lastly, there is the question of whether the future is to be police and security (the same as for courts and prisons), or is it to be police or security. Hallcrest surveyed police attitudes on the transfer of police responsibilities to private security companies. In general, police executives said yes, police will be happy to yield burglar alarm response (57 percent); incident report completion for insurance purposes (68 percent); preliminary investigation (40 percent), and misdemeanor incident reports (45 percent). It is obvious that the world of law enforcement sees some virtue in privatization. Could that be lesson three?

But wait a minute. Hallcrest's authors, Cunningham and Taylor, cannot understand the willingness of police to transfer functions to private security concerns. They find a contradiction. These same law-enforcement executives rated today's contract security poorly in terms of both performance and contributions. Thus, do police executives really want to yield important respon-

sibilities to those they do not respect? That hardly serves the public interest. Now we see lesson three: Be very careful in selecting responsibilities for private security. Be very careful in selecting these companies.

Apples or oranges?

In a rush to privatize, public administrators may overlook the differences between police and security. Hallcrest surveyed police and security managers to learn their priorities. The highest security priority was combating employee theft through crime-prevention programs. Criminal investigation was in the lower half of priorities, and crime reporting was found among the three least important priorities. Law-enforcement managers expressed different priorities. Arrest and prosecution is seen as the number-two law-enforcement priority. Investigation is the number-three priority.

Get priorities straight. Police and private security are apples and oranges in this respect. The public administrator who wants to privatize must bend the security service to public-sector priorities. Mere substitution of private for public police could lead to deviation. Remember,

priorities determine the actions and attitudes of line personnel.

Hallcrest alerts us to errors made by earlier researchers, specifically by the authors of the 1972 Rand Report. Rand errors led many to form the negative stereotype that unfairly damages the credibility of today's security industry. Especially urgent is the message about Rand's misconceptions regarding duties regularly performed by security personnel. In fact, the report notes that "contract security personnel only infrequently carried weapons or effected detentions, searches or arrests." Hallcrest nails this point, saying: "Private security personnel perform relatively few of the common activities of police officers."

Glitches and hitches

U.S. Budget Circular A-78 requires the Government to contract with the private sector if a cost savings of 10 percent or more can be realized. This is an open door to private corporations who wish to benefit from privatization. But as Hallcrest points out,

Continued on Page 15

Norman R. Bottom Jr., Ph.D., is the editor of the *Journal of Security Administration*.

Jobs

Chief of Police. Staunton, Va., a city of 22,500 located in the heart of the Shenandoah Valley, is seeking an experienced police administrator to head a modern, progressive, accredited police agency with 44 sworn and 10 civilian personnel. Annual budget of the agency is \$1.8 million.

The city is seeking a police chief able to start with and outstanding department and cause further growth and professionalism, maximize community outreach and crime-prevention efforts; demonstrate ability to do more with less. Preference given to candidates with at least a four-year degree. Must be innovative and have proven leadership, budgetary and administrative skills. Selection will involve assessment, community committee review, interview. Salary is in the 30's, depending on experience and abilities.

An information packet and questionnaire are available from:

Supervisor of Personnel, P.O. Box 58, Staunton, VA 24401. (703) 885-8828. All materials must be submitted by July 1, 1986.

Chief of Police. Ferguson, Mo., population 24,500, is seeking applicants to succeed a police chief who has held the position since 1965. The department consists of 51 sworn officers and seven full-time civilians, operating with a budget of \$2.2 million under a council-manager form of government.

Applicants must have at least a bachelor's degree in police science, public administration or a related field; 10 years experience in law enforcement, including five years at the command level. Strong skills in management, leadership, motivation and public relations are essential. Relevant experience and training in fire and emergency medical services are desirable.

Salary is currently set at \$37,302, plus excellent fringe benefits.

To apply, send resume before July 7 to: James Mello, City Manager, 110 Church Street, Ferguson, MO 63135. EOE.

Police Officer, Certified. The Tucson Police Department is recruiting quality certified police officers. Candidates must be currently certified by the Arizona Law Enforcement Officer Advisory Council or an equivalent certifying agency of another state. Applicants must be at least 21 years of age at the time of completion of academy.

Candidates must also meet the following requirements: vision no worse than 20/100 uncorrected in each eye, correctable to 20/20 in one eye and 20/30 in the other; pass written and physical fitness tests; undergo comprehensive background investigation, psychological evaluation, placement interview and medical examination.

tinn, and pass physical examination.

Preference will be given to applicants who meet all of the following criteria: employment with an agency serving a population greater than 50,000; street experience in excess of one year, and law enforcement employment that includes at least some portion of the 12-month period prior to application. Minimum starting salary is \$1,771 per month; maximum starting salary is \$1,956 per month.

Inquiries should be directed to

Sgt. Mariann Hermes-Hardy, Recruitment Coordinator, Tucson Police Department, Personnel Section-Recruiting, P.O. Box 1071, Tucson, AZ 85702-1071. Telephone: (602) 791-4529.

People Power

Whatever your personnel needs, fill them in the Jobs section of Law Enforcement News. Reach a top-flight pool of talent for a price that won't bend your budget out of shape. Call Marie Rosen, (212) 499-3912, for details.

Interview: Newport News Chief Darrel Stephens

Continued from Page 11

to Marvin Evans, he's going to tell you that it's had an impact on homicides because they're down. But I don't think we can substantiate that or really lay any claim to that. We have definitely improved the way we handle those situations and improved the way the community responds to those situations. In fact, as part of this advisory committee the newspaper did about a 16-page insert on domestic violence, a very well done piece that has been circulated throughout the state, and people are using it for training purposes.

What goes around, comes around

LEN: There was another project, one that was referred to as neighborhoods in partnership with police, which I understood to involve a system in which officers walk through areas to better understand the community and the community's needs. This seems to suggest coming full-circle from ideas that were toyed with in the early to mid-70's — and in many cases ideas that were scrapped for one reason or another. Is that in fact the case with this project?

STEPHENS: It could be looked at as coming full-circle. We had sent a couple of our people to a seminar in Flint, Mich., on foot patrol, just to go out and look at what they're doing and how they're doing it. We saw what we believed were a lot of things that were really pretty good associated with that effort. We've got two neighborhoods that we've targeted and we're going to keep those people in there for a period of 12 to 24 months, depending on how long it takes to accomplish our objective. These two neighborhoods have a higher than normal crime rate, higher than normal level of calls for service and really command a higher number of resources and police presence than other neighborhoods of similar type in the city. But what is also unique about these neighborhoods is that there's no real sense of community identity, no crime-watch programs, and all of our attempts through normal approaches to try and organize those groups have failed.

We're trying to show the people in those neighborhoods that we are indeed interested in working with them to resolve the problems and are putting forth the resources and the efforts necessary to get them involved in dealing with problems and to begin to work in concert with the police. We hope that after a period of 12 to 24 months we'll have a neighborhood that is much more like other neighborhoods in the city where we've got functioning, involved crime-watch groups. Once we finish in these neighborhoods we'll go on to the next two that have similar characteristics.

LEN: Looking at these and other projects in general, have they tended to foster any sort of research consciousness or mentality within the Newport News Police Department?

STEPHENS: I don't think so. What it has tended to do is to foster more of a community-oriented approach to policing. It's gotten people within the organization thinking about resolving problems as opposed to just responding from one call to another. It's gotten people working more closely with the business and the residential communities in trying to resolve some of these problems, and it's beginning to develop a recognition on the part of people in the community and people within the police department that these problems are not solvable by one group or the other group. There has to be some mutual understanding of each other's needs and mutual understanding of the issues, and mutual work to try and resolve the problems. Without it, things just kind of continue to go on like they have for years and years. But it's not like we use the word research in everything we do, because we don't. In fact it's hardly ever mentioned. What we do mention is that we've got a responsibility to provide services to the community and, given our background and our knowledge and our understanding, we've got a lot we can contribute to resolving those problems. But we also understand that people that live, work, socialize and play in those areas have a perspective and an understanding that perhaps we don't have. So we've got to come together to mutually resolve them.

Police seek 'needle in a haystack' in effort to cope with Southwest crime

Continued from Page 7

resources to "put off drug trafficking."

"With economic conditions being what they are and with the devaluation of the peso, your Mexican border towns are already hard hit and of course you're going to have some people who think 'what else can I get into, what else can I become part of.' Some of that may be in terms of drug trade."

Drug trafficking offers quick money, said Moore, adding that while law enforcement does not like to admit it, the chances of getting away with some drug-related crime is "obviously very good."

"It's like a needle in a haystack. We're just not able to touch the numbers that are getting through," he said.

Albuquerque, N.M., has also experienced a boom in drug trafficking despite its location in the center of the state. According to Officer Richard Leonard, coordinator of the Office of Neighborhood Crime Prevention for the city's police department, the city has become a drug "conduit."

"We're a main way for drugs coming up from Mexico and going north, east and west. It's making a big difference in our crime problem here," he said.

Crime rose by 5.6 percent in Albuquerque in 1985, according to UCR statistics, but Leonard embellished on that figure by noting that a record has been set two years in row for commercial and residential burglary in the city. Moreover, he said, for the

first third of 1986, burglaries have shown a monthly percentage increase in the teens compared to the same month in 1985.

While dealing with drug trafficking is a top priority for the Albuquerque police, Leonard said that the department's effectiveness is ultimately a question of manpower and the city budget.

"The population in most Southwestern cities is increasing rapidly and it brings with it difficulty for law enforcement to keep up with the demand for services," he said. "It may make it easier for criminals to operate for a little while until the local government can allocate the money to hire manpower and get them trained and out on the street. There's usually a lag."

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Upcoming Events

AUGUST

18-20. Investigation of Motorcycle Accidents. Presented by the Institute of Police Technology & Management. Fee: \$295.

18-20. Public Information Officers Seminar. Presented by the Southwestern Law Enforcement Institute. To be held in Dallas. Fee: \$250 (\$200 for Institute members).

18-20. Anti-Terrorism/Crisis Management. Presented by the National Crime Prevention Institute. To be held in Louisville, KY. Fee: \$260.

18-22. Criminal Profiling. Presented by the Institute of Police Technology & Management. Fee: \$350.

18-22. Surveillance Operations. Presented by the National Intelligence Academy. Fee: \$860.

18-22. Investigation of Child Abuse and Sexual Exploitation. Presented by the International Association of Chiefs of Police. To be held in Columbus, Ohio. Fee: \$425 (member agencies); \$475 (nonmember agencies).

18-22. Photography in Traffic Accident Investigation. Presented by the Institute of Police Technology & Management. Fee: \$325.

18-22. Law Enforcement Photography Workshop. Presented by the Eastman Kodak Company. To be held in Halifax, Nova Scotia. Fee: \$250.

18-23. Mid-Level Management Course. Presented by the Police Management Institute, University of Houston-Downtown. To be held in Houston. Fee: \$495.

18-21. Street Survival II. Presented by Calibre Press. To be held in Valley Forge, Pa. Fee: \$110.

20-22. Police Dispatcher Training. Presented by the International Association of Chiefs of Police. To be held in Las Vegas. Fee: \$375 (member agencies); \$425 (nonmember agencies).

24-29. 27th International Drug Conference

Exhibit Program. Presented by the International Narcotic Enforcement Officers Association. To be held in Arlington, Va.

25-29. Measuring and Improving Police Productivity. Presented by the International Association of Chiefs of Police. To be held in Daytona Beach, Fla. Fee: \$425 (member agencies); \$475 (nonmember agencies).

25-29. Internal Affairs/Deadly Force. Presented by the Southwestern Law Enforcement Institute. To be held in Dallas. Fee: \$250 (\$200 for Institute members).

25-29. Video Production for Police. Presented by the International Association of Chiefs of Police. To be held in Virginia Beach, Va. Fee: \$425 (member agencies); \$475 (nonmember agencies).

25-29. Police Executive Development. Presented by the Institute of Police Technology & Management. Fee: \$325.

28-28. Street Survival II. Presented by Calibre Press. To be held in Dallas. Fee: \$110.

27-29. Conference on Organized Crime. Cosponsored by the International Association for the Study of Organized Crime and the University of Illinois at Chicago. To be held in Chicago.

SEPTEMBER

2-December 6. The Management Institute. Presented by the Police Management Institute, University of Houston-Downtown. To be held in Houston. Fee: \$950.

3-5. Street Survival II. Presented by Calibre Press. To be held in San Francisco. Fee: \$110 (three days); \$75 (first two days); \$40 (third day only).

4-June 20, 1987. Police Administration Training Program. Presented by the Traffic Institute. Fee: \$6,000, plus \$965 for student activities, medical services, field trips and matriculation fee.

5. STOP (Survival Tactics on Patrol) Seminar. Presented by the Milwaukee Area Technical College. To be held in Oak Creek,

Wis. Fee: \$25.

8-9. Hostage Negotiations. Presented by Richard W. Kobetz & Associates Ltd. To be held in Winchester, Va. Fee: \$350.

8-11. Technical Countermeasures. Presented by the Peregrine Institute of Security. To be held in New York.

8-12. Microcomputer Workshop for Traffic Supervisors. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$450.

8-12. Microcomputer Workshop for Governor's Highway Safety Representatives. Presented by the Institute of Police Technology & Management. Fee: \$450.

8-12. Drug Unit Commander Seminar. Presented by the Institute of Police Technology & Management. To be held in Port Lauderdale, Fla. Fee: \$350.

8-12. Interview and Interrogation. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$350.

8-19. At Scene Accident Investigation. Presented by the Traffic Institute. To be held in Evanston, Ill. Fee: \$550.

8-19. Supervising a Selective Traffic Law Enforcement Program. Presented by the Institute of Police Technology & Management. Fee: \$475.

8-19. At-Scene Traffic Accident/Traffic Homicide Investigation. Presented by the Institute of Police Technology & Management. Fee: \$475.

8-11. Terrorism & the Nuclear Industry. Presented by the International Association of Chiefs of Police. To be held in Montreal. Fee: \$450 (member agencies); \$500 (nonmember agencies).

8-12. Police Internal Affairs. Presented by the Institute of Police Technology & Management. Fee: \$325.

10-11. Basic Physical Evidence. Presented by the Kent State Police Training Academy. Kent State University. To be held in Kent, Ohio. Fee: \$30.

15-19. Administering a Small Law Enforcement Agency. Presented by the International Association of Chiefs of Police. To be held in Eugene, Ore. Fee: \$425 (member agencies); \$475 (nonmember agencies).

15-19. Surveillance Workshop. Presented by Eastman Kodak Company. To be held in Rochester, N.Y.

15-19. Field Training Officers' Seminar. Presented by the Institute of Police Technology & Management. To be held in Fort Lauderdale, Fla. Fee: \$350.

15-20. Executive Management Course. Presented by the Police Management Institute, University of Houston-Downtown. Fee: \$495.

18-18. What Every Law Enforcement Officer Should Know About Alarms & Alarm Systems, the Polygraph and Effective Media Relations. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. To be held in Huntsville, Tex. One topic taught each day; may be taken separately or as three-day package. Fee: \$75/\$75/\$95; \$200 for all three days.

16-18. Developing Police Computer Capabilities. Presented by the International Association of Chiefs of Police. To be held in Chicago. Fee: \$375 (member agencies); \$425 (nonmember agencies).

17-19. 24th Annual Training Seminar on Determining the Cause and Origin of Fires, Arson and Explosions. Sponsored by the National Association of Fire Investigators. To be held in Chicago. Fee: \$200 (members); \$225 (nonmembers).

18-19. Physical Security: Condos, Hotels, Offices & Resorts. Presented by Richard W. Kobetz & Associates Ltd. To be held in New Orleans. Fee: \$350.

22-24. Security Supervisors Training Skills. Presented by the Peregrine Institute of Security. To be held in New York.

22-24. Introductory Microcomputer Workshop for the Police Manager. Presented by the Institute of Police Technology & Management. Fee: \$325.

22-24. Annual Criminal Procedure Review. Presented by the International Association of Chiefs of Police. To be held in Washington, D.C. Fee: \$275 (member agencies); \$325 (nonmember agencies).

22-25. 32nd Annual Seminar and Exhibits. Sponsored by the American Society for Industrial Security. To be held in New Orleans. Fee: \$295 (members); \$395 (nonmembers). After Sept. 18: \$335 (members); \$445 (nonmembers).

22-26. Microcomputer Workshop for Police Applications. Presented by the Institute of Police Technology & Management. Fee: \$450.

Hallcrest's lessons on privatization

Continued from Page 13

Federal labor unions have been successful in putting the brakes on private security and/or fire-fighting services at military bases.

The state, county or local administrator should take warning. If police, fire or correctional workers are unionized, there will be a real fight in privatization efforts. Cost-benefit analysis of privatization must include consideration of resistance from public sector employees, unionized or not.

Chapter 14 of Hallcrest is especially at point with privatization, where it discusses the impact of security technology. This is a different avenue of privatization. Most realize that police-connected alarms are today dwarfed in number by private central stations, many of which provide an armed response to alarm signals. Security technology has advanced from locks, lights and alarm into lasers and microprocessors, and security technology continues to grow in use and application. Robots may be used to replace security personnel and/or police personnel or corrections officers. These robots could be bought or leased from private concerns.

Computer security is almost totally owned by the private sector (except in the case of certain sensitive Federal agencies). Thus, the public administrator who wants good computer security will have to hire a private security consultant. The same is true in many emerging areas of technology that are foreign to normal patrol and investigation techniques.

Hallcrest's survey findings show weaknesses in contract security — shortcomings that may doom privatization in many states. And, too, Hallcrest echoed certain conclusions of the LEAA task force report in relating such needs of contract security as: more and better training; mandated training; improved selection process; higher wages, and establishment or improvement of licensing and regulation.

Until these issues are satisfied, the privatization of criminal justice may have to wait.

Directory of Training Sources Listed

American Jail Association, c/o Beth Love, AJA Project Coordinator, Contact Center Inc., P.O. Box 81826, Lincoln, NE 68501. (402) 464-0604.

American Society for Industrial Security, 1655 North Fort Myer Drive, Suite 1200, Arlington, VA 22209. (703) 522-5800.

ANACAPA Sciences Inc., Law Enforcement Programs, Drew Q. Sante Barbara, CA 93102.

Broward County Criminal Justice Institute, Broward Community College, 3501 S.W. Davis Road, Ft. Lauderdale, FL 33314. (305) 476-6790.

Calibre Press, 686 Dundee Rd., Suite 1607, Northbrook, IL 60062.

Center for Criminal Justice, Case Western Reserve University, Cleveland, OH 44106. (216) 368-3308.

Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. (212) 247-1600.

Criminal Justice & Public Safety Training Center, 3055 Brighton-Henrietta Town Line Road, Rochester, NY 14623-2790. (716) 427-7710.

Criminal Justice Training Center, Modesto Junior College, 2201 Blue Oum Avenue, P.O. Box 4065, Modesto, CA 95352. (209) 575-6487.

Criminal Justice Training and Education Center, Attn: Ms. Jeanne L. Klein, 945 S. Detroit Avenue, Toledo, OH 43614. (419) 382-6865.

Delinquency Control Institute, Tyler Building, 3601 South Flower Street, Los Angeles, CA 90007.

Eastern Kentucky University, Training Resource Center, 105 Stratton Building, Richmond, KY 40475. (606) 622-1155.

Eastman Kodak Company, Attn: Lee Schilling, Law Enforcement & Security

Markete, 343 State Street, 5th Floor, Building 20, Rochester, NY 14650.

Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box 13489, St. Petersburg, FL 33733.

Georgia Police Academy, 959 E. Confederate Ave., P.O. Box 1456, Atlanta, GA 30371. Tel: (404) 656-6105.

Hocking Technical College, Special Events Office, Nelsonville, OH 45764. (614) 753-3591, ext. 319.

Institute of Police Technology and Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216.

Institute of Public Service, Brensu Professional College, Gainesville, GA 30501-3697.

International Association of Chiefs of Police, 13 Firstfield Road, Galtersburg, MD 20878. (301) 948-0922.

International Association for Hospital Security, P.O. Box 637, Lombard, IL 60148. (312) 953-0990.

International Association for the Study of Organized Crime, St. Xavier College, Chicago, IL 60665. (312) 779-3300.

International Society of Crime Prevention Practitioners, Attn: Dave Butzer, (503) 796-3126.

Kent State Police Training Academy, Stockdale Safety Building, Kent, OH 44242. (216) 672-3070.

Milwaukee Area Technical College, 1015 North Sixth Street, Milwaukee, Wis. 53203.

Narcotic Enforcement Officers Association, P.O. Box 969, Dorien, CT 06820. (203) 655-2906.

National Alliance for Safe Schools, 501 North Interregional, Austin, TX 78702. (512) 396-6868.

National Association of Fire In-

vestigators, 53 West Jackson Blvd., Suite 300, Chicago, IL 60604. (312) 939-6050.

National Association of Police Planners, c/o Ms. Lillian Taylor, Portsmouth Police Department, 711 Crawford Street, Portsmouth, VA 23704. (804) 393-8289.

National College of Juvenile Justice, P.O. Box 8970, Reno, NV 89507. (702) 784-6012.

National Council of Juvenile and Family Court Judges, P.O. Box 8970, Reno, NV 89507.

National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292.

National District Attorneys Association, 1093 N. Fairfax Street, Suite 200, Alexandria, VA 22314. (703) 549-9222.

National Intelligence Academy, Attn: David D. Barrett, 1300 Northwest 62nd Street, Ft. Lauderdale, FL 33309. Telephone: (305) 776-5500.

National Police Institute, 405 Humphreys Building, Central Missouri State University, Warrensburg, MO 64093-6119.

New England Institute of Law Enforcement Management, Babson College, Drawer E, Babson Park, MA 02157.

Officer in Trouble Seminar, c/o Capt. William Freeman, Seminar Director, 19401 St. Johnsbury Lane, Germantown, MD 20874. (301) 963-7224.

Pennsylvania State University, McKeesport Campus, Continuing Education Department, University Drive, McKeesport, PA 15132. (412) 678-9501.

Pennsylvania State University, S-159 Human Development Bldg., University Park, PA 16802.

Peregrine Institute of Security, 68

Vettry Street, New York, NY 10013. (212) 431-1016.

Police Executive Development Institute (POLEX), The Pennsylvania State University, S159 Human Development Building, University Park, PA 16802. (814) 863-0262.

Police Management Institute, University of Houston-Downtown, 1 Main Street, Room 1001-South, Houston, TX 77002. (713) 221-6690 (in state); 1-800-627-3127 (outside Texas).

Professional Police Services Inc., P.O. Box 10902, St. Paul, MN 55110. (612) 464-1080.

Richard W. Kobetz and Associates, North Mountain Pine Training Center, Arcadia Manor, Route Two, Box 100, Berryville, VA 22611. (703) 955-1128 (24-hour desk).

Sam Houston State University, Criminal Justice Center Police Academy, Box 2296, Huntsville, TX 77341.

Sirebis Pinger Print Laboratories, Criminalistics Training Center, 114 Triangle Drive, P.O. Box 30576, Raleigh, NC 27622.

Southern Police Institute, Attn: Ma. Shirley Beck, University of Louisville, Louisville, KY 40292. (502) 568-6561.

Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, TX 75080. (214) 690-2370.

Traffic Institute, 555 Clark Street, P.O. Box 1409, Evanston, IL 60204.

University of Delaware, Division of Continuing Education, 2800 Pennsylvania Avenue, Wilmington, DE 19806. (302) 738-8155.

Western Society of Criminology, c/o Joyce McAlexander, School of Public Administration, Criminal Justice Program, San Diego State University, San Diego, CA 92182. (619) 285-6224.

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All's not well in Texas:

Plummeting petroleum prices have sent unemployment soaring in Texas, once the promised land to thousands of industrial workers from other parts of the country. Combined with a strapped Mexican economy and a pattern of drug trafficking that has inundated the area along the Mexican border, the result is a pattern of rising crime that has police officials groping for answers. LENO's situation report begins on **Page 1**.



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